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ABSTRACT

This publication provides guidelines and support to aid corrections administrators in improving the quality and quantity of vocational education programs offered at their institutions for female inmates. Chapter 1 introduces a comprehensive approach to programs that calls for systematic use of four steps. Chapter 2 describes the four steps: planning, selection, implementation, and evaluation. An action plan is then presented in chapter 3. The action plan is described in terms of its five phases, with a list of activities and supporting narrative in each phase. The five phases are assessment of current status, preparation for program selection, program selection, program implementation, and program assessment. A flowchart is provided. Chapter 4 provides a narrative discussion on key issues from the action plan, clarifying the needs in these areas, providing the current status and practice in the field, and offering some working guidelines for dealing with these needs and problems. Four appendixes contain a listing of names and addresses of all federal and state prisons for women, a description of the National Center for Innovation in Corrections at George Washington University, a listing of resource organizations, and seven case studies on corrections institutions for women in six states. (YLB)

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IMPROVING VOCATIONAL PROGRAMS FOR FEMALE INMATES: A COMPREHENSIVE APPROACH TO QUALITY PROGRAMS

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FOREWORD

Today, in the United States, the number of female inmates incarcerated in state and federal prisons is growing rapidly. Although male inmates still outnumber female inmates in total numbers, the female population has more than doubled in the last 10 years, increasing by 159 percent during that period (Nesbitt 1986). This fact and other factors have focused attention on the need for improving vocational education programming for female inmates in corrections institutions. This publication provides guidelines and support information to aid corrections administrators in improving the quality and quantity of vocational education programs offered at corrections institutions for women. Administrators will find both useful information and numerous activities they can undertake as part of the process for improving vocational programs.

The methods used in conducting this study included a review of prior studies of corrections institutions for women, a review of the court cases on inequity in programming in several states, and visits to women's corrections facilities in six states. During the site visits, interviews were conducted with administrators and program staff at each facility. Materials on the operation of each facility and the programs offered to inmates were collected. While visiting each state, program staff also conducted interviews with each state director of corrections education. The National Center for Research in Vocational Education wishes to thank the following individuals at the sites who facilitated the site visits and provided information: Jerry Wilson, Vocational Program Manager and Director, Correctional Education, Kentucky Department of Corrections, Frankfort, Kentucky; Betty Kassulke and her staff, Warden, Kentucky Correctional Institution for Women, Pewee Valley, Kentucky; John Linton, Director of Correctional Education, Maryland Department of Education, Baltimore, Maryland; Sharon Johnson, Warden, Maryland Correctional Institution for Women, Jessup, Maryland; Diane Spence, Director of Education, Karen Atkinson, Director of Vocational Education, and Rudolf Stahlberg, Assistant Deputy Director, Michigan Department of Corrections, Lansing, Michigan; Jerry McGlone, Director of Education Services, Ohio Department of Rehabilitation and Corrections, Columbus, Ohio; Dorothy Arn, Superintendent, Ohio Reformatory for Women, Marysville, Ohio; Richard Johnson, Director of Education, and Cecil Smith, Assistant Director of Education, New Mexico Corrections Department, Santa Fe, New Mexico; Nancy Pomeroy, Deputy Warden, Western New Mexico Correctional Facility, Grants, New Mexico; Roberta Richman, Administrator of Educational Services, Rhode Island Department of Corrections, Cranston, Rhode Island; and Gloria McDonald, Associate Director, Women's Division, Cranston, Rhode Island.

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Chester K. Hansen
Acting Executive Director
The National Center for Research
in Vocational Education

EXECUTIVE SUMMARY

Approximately 19,500 females are currently incarcerated in 65 state and federal prisons. Recently, the needs of female inmates have been brought to the nation's attention for two primary reasons. First, over the past 10 years, the female inmate population has increased at a faster rate than has the male inmate population. Second, the last 10 years have seen a number of lawsuits brought on behalf of female inmates against states in order to force corrections facilities to provide female inmates with services equal in quality and quantity to those offered to male inmates.

As of mid-1983, 27 states had been involved in litigation. Thirteen of these states were specifically charged either with providing inadequate vocational training to incarcerated women, having inadequate prison industry programs in their institutions for women, or both. Several major recent studies of corrections institutions for women have concluded that various services and programs are significantly fewer for female than male inmates. The studies specifically found that female prison inmates did not have access to the same facilities, job training, and prison industry jobs as male prison inmates and that vocational opportunities for female inmates were often limited to low-paying occupations customarily performed by females.

Historically, female inmates have not been viewed as needing skills leading to employment upon release from prison. It was assumed that they would be supported by their families or husbands, as were other women in the general population. A variety of statistics on the pre- and postincarceration status of female inmates, however, indicate that incarcerated women nationwide need substantial assistance in gaining the skills to secure and maintain employment upon release from prison.

Approximately three-fourths of all female inmates will be responsible not only for supporting themselves, but dependent children as well, upon release from prison. Almost three of every five female inmates have not completed high school, and the vast majority lack the specific job skills and employability skills to secure and maintain meaningful and economically sufficient employment. Since 95 percent of these inmates will be released within 2 years of their initial date of incarceration, there is a clear need for providing them with the skills needed to function productively as citizens.

Knowledge of the needs of corrections administrators in providing female inmates with vocational and employability skills prompted the Office of Vocational and Adult Education, U.S. Department of Education, to fund the development of this publication. Based on review of prior studies of corrections institutions for women and visits to seven institutions, it was determined that corrections administrators needed to pursue a

comprehensive approach to vocational program development and implementation. The focus of the document is thus on creating a total treatment and services package for female inmates, with emphasis on the vocational education portion and its relationship to other programs and services.

The comprehensive approach consists of four steps--planning, selection, implementation, and evaluation. Each step builds on its predecessor and sets the stage for the next. Planning should include an examination of current and potential funding sources, the labor market needs of the local area, the history of litigation brought on behalf of women in other facilities to improve their educational opportunities, and the types of new programs being offered by other institutions to satisfy newly identified educational needs.

Planning should also include an examination of the characteristics of the inmates to determine the services and assistance they need. It is emphasized that a career awareness assessment of female inmates be conducted as part of the vocational program planning and selection process. One of the critical deficiencies of vocational programs for female inmates is that they have historically been developed and offered without knowledge of what occupations and careers inmates know of and are interested in pursuing. It has been found that provision of career awareness programs stimulates interest in occupations with which many female inmates had been unfamiliar, and that could provide them with meaningful and financially sufficient employment upon release from prison.

Program selection should be based on the information gained from the planning stage and should allow for input from a range of involved groups, including inmates, corrections personnel at both the state and institution level, advisory committee members, and state department of education personnel.

Program implementation is addressed in terms of considerations that enhance vocational program offerings. Rather than focusing on how to teach classes, select equipment, design classrooms and labs, or hire qualified staff, topics that are covered extensively in other publications and that warrant such separate and complete coverage, this publication discusses specific approaches or activities that will improve a program's effectiveness. It is specifically emphasized that vocational programs need to be coordinated with support services (e.g., health care, counseling, displaced homemaker, parenting, and substance abuse programs), academic programs (e.g., adult basic education and general educational development programs), and institution-to-community transition programs (e.g., employability skills training, work-release, and job placement programs).

Without such coordination it is felt that vocational programs for female inmates will not prove to be effective. Support services are important for dealing with the inmate's more

immediate needs to enable her to participate effectively in vocational programs. Academic programs are important for helping inmates be proficient in basic skills and enhancing overall educational development. Transition programs provide important skills above and beyond basic vocational skills. Such programs teach skills necessary to securing and maintaining employment. They can also provide job placement while the woman is still incarcerated, which can lead to permanent employment upon release.

Evaluation of vocational programs provides feedback regarding those aspects of the program responsible for increasing knowledge. Such information can be used to improve programs as well as to guide future program planning and selection activities. It is recommended that follow-up evaluation on the contribution of institutional vocational programs to postrelease success of inmates not be conducted due to methodological difficulties in separating program effects on success from effects on success due to other population factors, and difficulty in locating exoffenders.

The planning, selection, implementation, and evaluation components are incorporated into a step-by-step action plan for corrections administrators to follow. Resources for use in conducting these activities are also included in the publication.

CHAPTER 1

DOCUMENTING THE NEED FOR VOCATIONAL PROGRAM IMPROVEMENT

The Current Corrections Environment

The first corrections institution in the United States built to house female offenders was the Indiana State Reformatory for Women, opened in 1873. Today, over 100 years later, there are 65 corrections institutions in this country that house state or federal female offenders. Fifty-seven of these institutions are state operated and the other eight are federal prisons.

As of January 1985, there were 19,223 females incarcerated in state and federal corrections institutions. The total population of all state and federal prisoners as of January 1985 was 446,244. Thus, the 19,223 females accounted for roughly 4.3 percent of the total inmate population (Camp and Camp 1985).

Recently, the needs of female inmates have been brought to the nation's attention for two primary reasons. First, over the past 10 years, the female inmate population has increased at a faster rate than has the male inmate population. Although male inmates still outnumber female inmates in total numbers, the female population more than doubled, increasing by 158 percent in the last 10 years, whereas the male population increased by 100 percent in the same period (Nesbitt 1986).

Second, the last 10 years have seen a number of lawsuits brought on behalf of female inmates against states in order to force corrections facilities to provide female inmates with services equal in quality and quantity to those offered to male inmates. As of mid-1983, 27 states had been involved in litigation. Thirteen of these states were specifically charged either with providing inadequate vocational training to incarcerated women, having inadequate prison industry programs in their institutions for women, or both. At issue was the alleged disparity in the type and extent of vocational opportunities available to male versus female inmates in the same state. In two of the states, for example, Kentucky and Michigan, decisions were handed down by the courts ruling that disparity in vocational and prison industry programs existed. These states were ordered to upgrade these programs in their institutions for women. In the Michigan case, the court ruled that equity in programming had to be attained regardless of cost. The court rulings in general also emphasized that the state-operated corrections institutions for women had to offer inmates additional vocational opportunities in occupations customarily considered nontraditional for females. In Kentucky, the court decided, with input from the state department of corrections, that two additional programs would be offered. Table 1-1 shows the states in which suits were brought and the subject areas at issue in each.

Table 1 – 1

LITIGATION ISSUES CONCERNING ADULT FEMALE OFFENDERS

State	Medical Services	Facilities	Educational Programs	Vocational Programs	Invasion of Privacy	Prison Industries	Mental Health	Child Care	Discrimination	Program-Level System	Law Library	Lockdown/Segregation	Other
Alabama	X	X			X								Drug Treatment
Connecticut	X	X	X		X		X	X			X		Work Release
Delaware						X							Forced Release
Illinois	X											X	Sexual Misconduct
Indiana	X	X	X	X		X							
Iowa			X	X									
Kentucky	X	X		X		X			X	X			
Louisiana												X	Inmate Property Loss
Maryland	X	X	X	X									
Massachusetts	X	X	X		X			X					
Michigan			X	X		X							
Mississippi	X	X			X								
Missouri		X											
Montana							X						
New Jersey							X						
New Mexico	X	X	X	X		X	X		X	X			
New York	X	X			X								Disciplinary Practices
North Carolina	X	X	X	X									Incarceration in Home State
Oklahoma	X	X	X	X	X	X	X						
Oregon	X		X	X	X	X			X				
Pennsylvania	X		X	X	X	X		X			X		Maintenance/Safety
Rhode Island					X								
South Carolina								X					
Texas	X	X	X	X									
Vermont													Program Placement
West Virginia	X	X	X	X	X								
Wisconsin		X											
Total	16	15	13	12	10	8	5	4	3	2	2	2	9

Source: Ryan (1984, p. 143).

Two points regarding this litigation history should be considered. First, over half of our 50 states have been sued regarding provision of facilities and services to female inmates. Second, over one-fourth of our 50 states were cited for providing inadequate vocational programs or prison industries. With this in mind, corrections administrators nationwide can be assured of the importance of examining their vocational program provisions periodically to see if upgrading is in order.

In this same regard, corrections officials are called upon to scrutinize corrections budgets for female inmates. Ryan's 1984 national study showed that approximately 5 percent of the total corrections budget for state and federal institutions is allocated for female institutions. Although on the surface this allocation level seems equitable, since 4.3 percent of all inmates are female, major studies of corrections institutions for women still conclude that various services and programs are significantly fewer for female than male inmates (Glick and Neto 1977; Ryan 1984; Taylor-Holsey 1980). In particular, a study by the U.S. General Accounting Office verified, after extensive site visits at federal, state, and local institutions in several states, that women in corrections institutions do not have access to the same types of facilities, job training, and prison industry jobs as men in corrections institutions. The study further concluded that the vocational opportunities that were available to women were often limited to low-paying occupations customarily performed by females (Comptroller General 1980).

Changing demographics related to female inmates also focus attention on the problem of providing adequate vocational training opportunities to these individuals while they are incarcerated. Historically, female inmates have not been viewed as needing skills leading to employment upon release from prison. It was assumed that they would be supported by their families or husbands, as were other women in the general population. In today's society, however, the changing status of women is reflected in statistics regarding female inmates. A representative study by Glick and Neto (1977) of females in jails, state prisons, and community-based programs in 14 states shows that over half, or 53 percent, were on welfare before incarceration. Sixty percent of the entire group had been unemployed during the 2 months prior to arrest. Almost three-fourths (73 percent) of the women had dependent children to support. Twenty-eight percent of all the women were separated or divorced, 27 percent were single, 20 percent were married, 19 percent were living with a man but not married, and 7 percent were widowed. A national study by Ryan (1984) found that 57.9 percent of women in state and federal corrections institutions had not finished high school. The statistics alone are enough to suggest that incarcerated women nationwide need substantial assistance in gaining the skills to become employed and keep their jobs upon release from prison.

A final point should be considered by corrections administrators. Based on statistics regarding length of sentence, at least 93 percent of all incarcerated females in the United States will be returned to society after serving their terms (Ryan 1984). The average length of time served for all inmates released in 1984 was just over 2 years (Camp and Camp 1985). This fact puts considerable pressure on corrections institutions to provide high-quality rehabilitative opportunities for inmates. Since these individuals will return to society, the desire is that they should learn to function productively as citizens. This fact, combined with the many other facts presented here, has focused the attention of the National Center for Research in Vocational Education on aiding corrections administrators who wish to improve vocational education programs for women in corrections institutions.

How to Use This Publication

The purpose of this publication is to provide guidelines and support information to aid corrections administrators in improving the quality and quantity of vocational education programs offered at their institutions for female inmates. To do so, a comprehensive approach to programs is recommended, calling for systematic use of four steps: planning, selection, implementation, and evaluation. The focus is on creating a total treatment and services package for female inmates, with emphasis on the vocational education portion and its relationship to other programs and services.

Administrators can understand the rationale behind the use of the comprehensive approach by reading chapter 2, which describes the four steps and how they relate to each other. An action plan is then presented in chapter 3, detailing the steps as they pertain to the corrections setting and giving a complete overview of a full program and all its components. Finally, chapter 4 provides a narrative discussion on key issues from the action plan, clarifying the needs in these areas, providing the current status and practice in the field, and offering some working guidelines for dealing with these needs and problems.

Also included in the document are four appendices that provide useful background and support information. Appendix A lists the names and addresses of all 65 federal and state prisons for women in the United States. Administrators may wish to contact some of these institutions for information about their vocational programs. Appendix B describes the National Center for Innovation in Corrections at George Washington University. Because this group specializes in services and assistance to corrections administrators, particularly in the area of prison industries, it is a useful organization with which to become familiar.

Appendix C lists a number of organizations--both trade associations and professional groups--that can be contacted for curricula, publications, how-to materials, and more specific information about vocational programs. Appendix D presents seven case studies on corrections institutions for women in six states.

The Basis of This Publication: Providing a Working Approach to Improving Vocational Programs for Female Inmates

This publication resulted from a study funded by the Office of Vocational and Adult Education, U.S. Department of Education, that was meant to assist corrections administrators in improving the quality of vocational programming for female inmates. An important part of the study was a visit to seven corrections facilities for women in six states. These site visits helped determine the issues and factors relevant to providing vocational programs for female inmates. The visits also helped identify practices currently in place that improve the quality of programs. Appendix D of this publication presents details on each of the seven sites, including current programs and practices at these institutions.

Our world is constantly changing, and corrections administrators are called upon to meet ever-shifting needs. The corrections environment is vastly different today than it was 10 years ago, and it will probably continue to change rapidly to match other changing emphases in society. As an example, recent court rulings require that female inmates be provided with training in nontraditional vocational areas; this emphasis may change tomorrow. The point is, many corrections institutions are taking a hard look at the programs they offer and are updating and adapting them to meet the new challenges. Toward this end, various approaches can be used by administrators in making decisions about necessary changes. This publication focuses on how institutions have dealt with program needs and problems and offers significant points to consider in the realm of vocational program improvement.

CHAPTER 2

THE CASE FOR THE COMPREHENSIVE APPROACH TO VOCATIONAL EDUCATION PROGRAMS

The challenge of improving educational opportunities for female inmates is currently attracting attention. As litigation takes place calling for expanded training options for female inmates, and as we look at the statistics regarding the employment status of these women before their incarceration, we see an increased value in helping female inmates improve their employability and job skills.

This publication advocates the premise that use of a comprehensive approach in developing and operating vocational programs will vastly improve educational opportunities for women, ease the pressures on administrators and personnel responsible for these programs, and improve the overall quality of the programs provided. The primary rationale for the use of a comprehensive approach is that it focuses thorough attention on each of four steps in the process. These steps are, in chronological order--

- planning,
- selection,
- implementation, and
- evaluation.

The comprehensive approach ensures that each step builds on its predecessor and sets the stage for the next, thereby strengthening the relationship between the steps. The advantage of the approach is that it allows the needs of both the students (in this case, the female inmates) and the facility to be addressed.

Planning

Planning and selection are two steps that are often combined. They are critical in that they set the stage for what will be implemented. Planning can take place at two different levels. One level documents the state of the environment in which the facility functions and numerous factors that influence program choice at the particular facility. The second level is the specific assessment of the inmate population and the inmates' various needs.

The first level of planning can be useful, for example, to examine current and potential funding sources, the labor market needs of the local area, the history of litigation brought on behalf of women in other facilities to improve their educational

opportunities, and the types of new programs being offered by other institutions to satisfy newly identified educational needs. The resulting information can be used in a variety of ways. It can verify the need for new or additional programs, it can identify funding sources and other resources worthy of investigation, and it can increase knowledge of all corrections staff about the characteristics and needs of their institution.

The second level of planning should examine the characteristics of the inmates to determine the services and assistance they need. In many cases, it has been found that female inmates are poorly informed about career options available in today's labor market and cannot respond in an informed manner to assessments of their career interests. Therefore, an orientation to careers program is often an essential part of the inmate assessment portion of planning. The resulting information serves as a basis for guiding each woman into a program suited to her individual needs.

Selection

The second step in the comprehensive approach--selection--is made considerably easier once the needs of the inmates are documented and the parameters surrounding possible course offerings specified. Selection can be a creative process that consists of more than deciding upon programs to implement within the institution. Many corrections institutions draw upon funding sources, programs, and facilities available outside their walls. This is particularly true of facilities having a small number of inmates and a limited number of individuals with specific needs. The selection step should also allow for input from a range of involved groups, including inmates, corrections personnel at both the state and institution level, advisory committee members, and state department of education personnel.

Implementation

In this description of the comprehensive approach, program implementation will be addressed in terms of considerations that enhance vocational program offerings. Rather than focusing on how to teach classes, select equipment, design classrooms and labs, or hire qualified staff, topics that are covered extensively in other publications and that warrant such separate and complete coverage, this publication discusses specific approaches or activities that will improve a program's effectiveness.

For example, one consideration critical to implementing programs is students' achievement level in basic skills. Even inmates who have completed high school may need a chance to brush up on skills such as math and reading. Those who wish to train for such occupations as computer operator or programmer or laboratory technician may appreciate the opportunity to review

basic skills or become familiar with specific basic skills called for in the occupation. Therefore, provision of academic education is integral to the provision of vocational education.

As another example, the inmate who is concerned about arrangements for her children while she is incarcerated needs support services, since such problems have a strong influence on the woman's ability to concentrate on educational offerings. Special parenting education can be offered to help female inmates deal with the many issues involved in separation from their offspring. Many parenting programs even bring the inmate and her children together in a structured setting. Such efforts to address parenting issues help free inmates mentally to concentrate on other interests.

Program implementation is clearly one of the key steps in a comprehensive approach, but it should not be mistaken as being the most important or only important step. Although it is the most visible part of a program, it cannot stand alone. It requires the support of the other steps in the process.

Evaluation

Finally, program evaluation comprises the last step in the comprehensive approach. A complex procedure, evaluation can encompass two separate aspects: (1) program monitoring and process evaluation and (2) follow-up on program participants after release.

Follow-up evaluation would focus on the extent to which a particular prison program contributed to postrelease success or failure, such as jobs attained or recidivism. However, such follow-up, although feasible in regular educational programs, is extremely difficult in the corrections setting. One reason is that it is methodologically impossible to attribute postrelease results solely to the educational program taken in prison. So many other factors could influence such results as recidivism. Another reason is that the structure of the corrections system in this country makes it difficult to locate exinmates. For these reasons, this publication does not advocate the use of follow-up evaluation unless the inherent difficulties can be overcome, which is unlikely.

Instead, evaluation of classroom learning or practical skills mastered is highly recommended. This type of evaluation looks at such areas as increase in students' subject knowledge and skills acquisition. Students are measured before and after completing a given course or program. Resulting information indicates to instructors what aspects of their programs are most responsible for increasing knowledge. Such information can be used for improving programs and instructional methods.

Benefits

Overall, the comprehensive approach is used for program development by many sectors of the economy, not just education. Having been through the process once, users find that the information collected builds on itself, making the next repetition of the process more comprehensive. The results from step four, the evaluation, will influence the next repetition of step one, the planning step, making the process cyclical. Institutions enrich their programs by building on past efforts and adding new data and input to their program development activities.

The benefits of using the comprehensive approach for developing educational programs in corrections institutions for women are many. The resulting programs benefit the female offender in the following ways:

- Increases self-awareness and self-esteem
- Increases awareness of career options
- Improves parenting and life skills so the inmate can better survive in a complex world, both economically and socially, and can effectively raise children to become constructive members of society
- Helps determine special vocational aptitudes and interests and helps plan the inmate's academic and vocational education programs while within the institution
- Increases basic educational skills
- Builds specific vocational skills through classes and work experience opportunities
- Improves employability skills and assists in job placement at release

The benefits to the corrections administrator are as follows:

- Offers the intrinsic reward of knowledge that inmates are served by complete programming that helps them realize their full potential
- Provides services beneficial to the institution when vocational students are placed in on-the-job training assignments (e.g., maintaining physical plant by students in the building maintenance program)

- Provides high-quality, equitable vocational education programs to inmates, thus lessening their tendency to bring suit and allowing institutional administrators to concentrate on their duties rather than spend time in federal court.

Society at large benefits from provision of rehabilitative opportunities for female offenders because it--

- teaches offenders new ways of living in society so they will not pose a continued hazard to themselves and the community,

- provides a more cost-effective use of tax dollars by spending required funds on programs that increase the chance of inmates' successful transition from incarceration to the community (the average cost of incarcerating 1 inmate for 1 year is $17,324, according to Camp and Camp [1985]).

CHAPTER 3

A PLAN OF ACTION FOR IMPROVING VOCATIONAL EDUCATION PROGRAMS

This chapter presents a plan of action for corrections administrators to follow in improving the quality of vocational programming for female inmates. The action plan is divided into five phases, with a list of activities and supporting narrative in each phase. The five phases are as follows; their relationship to the four steps in a comprehensive approach to programs is indicated:

- Phase 1: Assessment of Current Status
- Phase 2: Preparation for Program Selection

  ] planning

- Phase 3: Program Selection -- selection
- Phase 4: Program Implementation -- implementation
- Phase 5: Program Assessment -- evaluation

The purpose of this action plan is to give administrators an overview of the complete process they will follow in vocational program development and operation. Note that certain activities, grouped at the end of the plan, should be conducted on an ongoing basis.

Also presented in this chapter is a flowchart itemizing the essential components of a comprehensive service package as they are experienced by the female inmate, from entry into the institution to exit, if applicable. Included within the package are the vocational education and occupational work experience components. This flowchart allows those who operate programs to check the components they currently provide and to see how the components they do not offer should fit into the comprehensive service package. The use of such a complete package is recommended, since it allows all aspects of inmate needs to be addressed systematically.

Having read this chapter, administrators may find they would like more detail on various aspects of the phases presented here. The purpose of chapter 4 is to discuss in some depth key factors that relate to implementing the action plan. Chapter 4 is organized according to the four steps of the comprehensive approach--planning, selection, implementation, and evaluation--and focuses on many important points to consider in carrying out each of the steps.

Phase 1: Assessment of Current Status

The first phase of the action plan is to assess the current status of vocational programs at the institution and the many factors that influence them. The reason for undergoing this process is that changes should be made only after understanding current conditions and making a knowledgeable assessment of existing needs. This phase should include the following activities:

1. List all current vocational and related programs offered by the institution.

2. Itemize all current program cost factors, including such items as--

   --number of inmates served,
   --facilities costs,
   --equipment and supply costs,
   --instructional personnel costs,
   --administrative costs (e.g., security, transportation),
   --contracts with outside groups providing instruction and services.

3. List your institution's current sources of funds and other resources for vocational programs.

4. Consider your institution's characteristics that influence vocational programming, such as--

   --number of inmates to be served,
   --location of the institution geographically,
   --perceptions of staff regarding the need for vocational programs,
   --security level of inmates housed.

5. Document characteristics of the current inmate population that help establish need for vocational programming, such as--

   --prior education,
   --source of financial support before and after incarceration,
   --number of dependent children.

6. Assess each member of the institutional population formally to determine--

--inmate level of occupational awareness and career aspirations,
--occupational aptitudes and interests,
--inmate desire to participate in various vocational programs,
--inmate attitudes regarding societal and occupational roles for women,
--inmate need for various support services.

7. Identify potential outside resources such as--

--information resources,
--labor resources,
--facilities and equipment resources,
--funding resources.

Phase 2: Preparation for Program Selection

In this phase, activities should be carried out that prepare for the selection of vocational and related programs. This is an extremely important phase because it will determine what programs are implemented. The effort put into this phase by corrections staff will, to a large extent, influence the appropriateness of the programs selected. This phase should include the following activities:

1. Use the assessment results (number 6, phase 1) to design and implement a career awareness program for female inmates that--

--familiarizes them with a variety of occupations, including pay scales and labor market supply and demand;
--enhances their self-awareness by reviewing with them their occupational aptitudes and interests assessment;
--improves decision-making skills to aid in career selection;
--encourages career selection from among occupations considered both traditional and nontraditional for women.

2. Resurvey inmates after orientation to measure changes in career awareness and attitudes toward occupations.

3. Contact other corrections institutions for women to gain knowledge of their vocational and related program efforts.

4. Gather labor market information to determine current and projected demand and supply for labor across various occupations.

5. Itemize program costs for implementing various vocational and related programs, including the cost of different options for implementing the same program (e.g., hiring inside instructors versus contracting with outside staff at local schools and colleges).

6. Access outside resources (number 7, phase 1).

7. Develop advisory committees with expertise in your resource need areas.

Phase 3: Program Selection

This phase results in selection of the vocational education programs to be offered to inmates. It calls for a selection process in which various groups participate, from inmates to advisory committee members. Because this is a complex process, as with many of the activities in this action plan, use of outside consultants to structure the participatory program selection process is recommended. This phase is also critical because it will greatly influence the selection of total services available to inmates. The program selection phase should include the following activities:

1. Select programs using a participatory process involving--

   --inmates,
   --corrections institution staff,
   --state department of corrections personnel,
   --advisory committee members,
   --state department of vocational education personnel.

2. Plan the coordination of selected vocational programs with existing or planned academic, transition, and treatment programs.

3. Continue accessing outside resources, including approaching funding sources to support selected programs.

Phase 4: Program Implementation

This phase involves the implementation of the programs selected in the previous phase. It should start with developing working plans for each inmate to follow during the course of her stay in the institution. It also includes activities such as purchasing equipment and supplies, hiring and training instructors, and negotiating contracts with outside providers such as local schools and colleges. Also covered would be the monitoring and possible evaluation of vocational and related programs. The program implementation phase consists of the following activities:

1. Work with each inmate to develop an individualized education plan to be implemented during her stay at the institution. Merge this plan with a comprehensive service package serving all the inmate's needs.

2. Implement selected vocational education programs.

3. Implement selected occupational work experience programs.

4. Implement transition programs.

5. Collect data on all programs for monitoring reports and possible evaluation, including such items as--

   --number of inmates served,
   --number of service hours provided,
   --achievement levels of inmates.

Phase 5: Program Assessment

In this phase the programs that have been implemented should be assessed or evaluated. At minimum, monitoring activities should be conducted. If a process evaluation of implemented programs is possible, it should be conducted. The program assessment phase should include steps 1 and 2 and may include steps 3 and 4:

1. Make assessments of program effort using collected monitoring data.

2. Use monitoring data to identify needs and services gaps.

3. Have process evaluation conducted on vocational and related programs when possible.

4. Use process evaluation findings to alter program activities; be sure to identify the satisfaction level of inmates with programs they have participated in as part of this activity.

Continuing Activities

Certain activities that were a part of one of the five phases presented in the action plan should be carried out continually. These activities include the following:

1. Identify characteristics of new and continuing inmates.

2. Survey new inmates as to their attitudes regarding societal and occupational roles for women, their occupational awareness, their occupational aptitudes and

interests, and their desire for various vocational programs.

3. Provide a career awareness program with an attitude change component.

4. Track inmates progress in fulfillment of their individualized education plans and comprehensive packages; make necessary revisions.

5. Identify and access outside resources.

6. Communicate with and obtain knowledge of programs at other corrections institutions for women.

7. Check labor market information to keep up to date on occupational trends.

8. Conduct monitoring activities on all programs.

Presented next is the flowchart (figure 3-1), itemizing the essential components of a comprehensive service package. Components are shown in chronological order as they are experienced by the inmate, from entry into the institution to exit, if applicable.

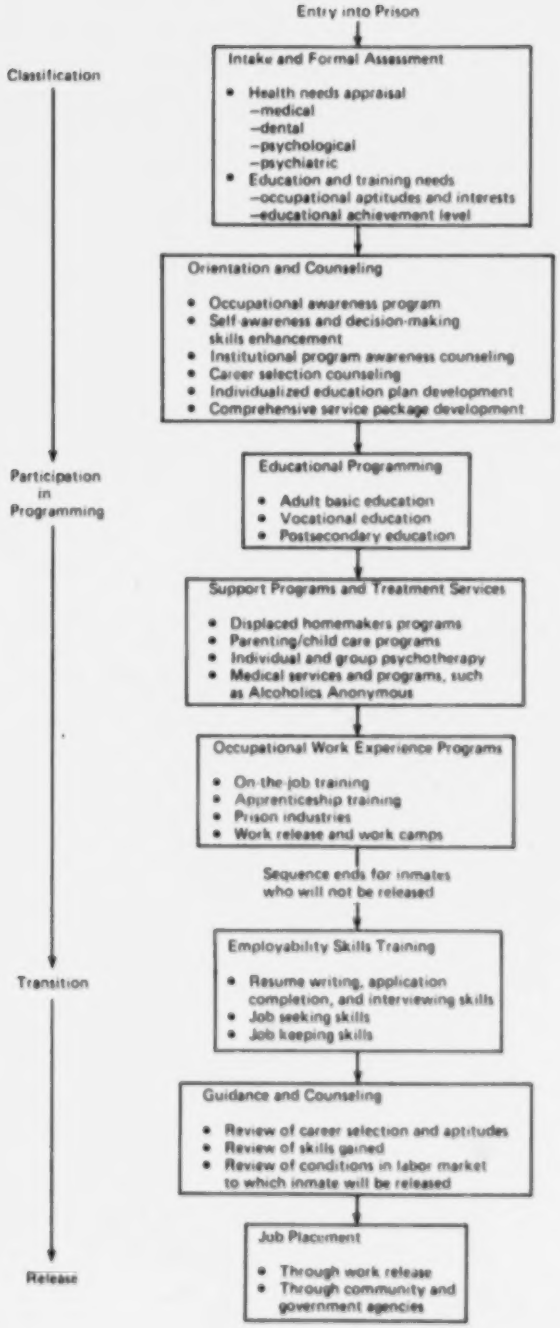
Entry into Prison
Classification
Intake and Formal Assessment
• Health needs appraisal
–medical
–dental
–psychological
–psychiatric
• Education and training needs
–occupational aptitudes and interests
–educational achievement level
Orientation and Counseling
• Occupational awareness program
• Self-awareness and decision-making skills enhancement
• Institutional program awareness counseling
• Career selection counseling
• Individualized education plan development
• Comprehensive service package development
Participation in Programming
Educational Programming
• Adult basic education
• Vocational education
• Postsecondary education
Support Programs and Treatment Services
• Displaced homemakers programs
• Parenting/child care programs
• Individual and group psychotherapy
• Medical services and programs, such as Alcoholics Anonymous
Occupational Work Experience Programs
• On-the-job training
• Apprenticeship training
• Prison industries
• Work release and work camps
Sequence ends for inmates who will not be released
Transition
Employability Skills Training
• Resume writing, application completion, and interviewing skills
• Job seeking skills
• Job keeping skills
Guidance and Counseling
• Review of career selection and aptitudes
• Review of skills gained
• Review of conditions in labor market to which inmate will be released
Release
Job Placement
• Through work release
• Through community and government agencies

Figure 3-1. A flowchart of essential components in a comprehensive service package for female inmates.

CHAPTER 4

FACTORS RELATED TO VOCATIONAL PROGRAM IMPROVEMENT

This chapter presents a number of key factors to consider in improving vocational programs for female offenders. The factors are grouped and presented under three categories: (1) program selection and planning, (2) program implementation, and (3) program evaluation.

The following format will be used in presenting each factor. The factor will first be identified and its importance to the provision of vocational programs defined. Descriptive information drawn both from the site visits conducted as part of this project and from the literature will then be presented to establish the current status and practices in the field related to the factor. Finally, guidelines will be presented that are designed to assist corrections administrators and educators in improving vocational programs.

Program Planning and Selection

There are five major factors that corrections administrators and educators should consider in the planning and selection of vocational programs for female offenders. These five factors include (1) resources and program cost factors, (2) institutional characteristics, (3) inmate characteristics, (4) labor market characteristics, and (5) knowledge of program efforts in other corrections institutions.

Resources and Program Cost Factors

The first major factor to consider in vocational program planning and selection is resources and program cost factors. Resources are defined broadly and include money (from any source), labor, facilities, equipment, supplies, and information. The latter four types of resources are typically purchased with money but in some cases may be obtained for less than actual cost or even for free (as with volunteer services and donated equipment). The major source of funds for state corrections institutions and the programs they operate is the state government. The federal government also allocates some funds for state corrections institutions under the Carl T. Perkins Vocational Education Act.

In most instances, the state department of corrections and a corrections institution jointly decide how much money is to be allocated to that institution and how that money is to be spent within the institution. This includes decisions regarding the functions that the institution will carry out and the programs it will provide for inmates. Functions associated with institutional security and basic inmate care are mandatory. Costs associated

with these functions include food, clothing, utilities, and security staff. In addition, there are certain necessary administrative functions associated with the operation of a corrections facility such as intake, classification, and record keeping.

The costs for mandatory and necessary institutional functions are determined first. After these costs are determined, decisions are then made regarding the treatment programs that the institution will offer and what their costs will be. Since treatment programs are not of the necessity that the aforementioned mandatory and administrative functions are, decisions regarding their selection and the resources allocated to each are more discretionary. These decisions are based on some determination of the relative need and/or worth of these various programs to inmates and on their cost. The program cost factors for vocational programs essentially include those for instructors, equipment, and supplies and may also include the costs of facilities and transportation for inmates to outside facilities.

Current status and practices. In her study of institutional programs for female offenders, Ryan (1984) found that about 5 percent of the total corrections budget for adults in FY 83 was spent on females. The allocations for female inmates ranged from 1.3 percent of the state corrections budget in New Mexico to 12.3 percent in Oregon. There were no figures reported on the percentage of the total money allocated for female offenders that was spent on vocational programs. In her study of nine corrections institutions for women, Taylor-Holsey (1980) reported that the exact annual percentage spent on vocational expenditures was not available. The current study of seven women's corrections institutions encountered the same difficulty. Exact figures on vocational program expenditures could not be obtained.

Although exact figures on vocational program spending are not available, it is known that such expenditures comprise a small percentage of the total amount of money spent on a given institution (Taylor-Holsey 1980). It is difficult to make a general assessment of the adequacy of current funding for vocational programs for female inmates. As was mentioned, funding for educational and treatment programs in corrections institutions is discretionary. Perhaps the allotment for vocational programs for female inmates in many states is adequate, or at least is felt to be adequate by the administrators responsible for making the funding decisions. However, it should be acknowledged again that one-fourth of our 50 states have experienced litigation due to alleged inadequacy of vocational programming and prison industries in corrections institutions for women.

It may also be the case that the inadequacy of many vocational programs for female inmates has been due more to decisions regarding program selection and operation, or, in other words, on the way in which the money is spent, rather than inadequate funding. Certainly it is reasonable to assume,

however, that there are administrators who feel that vocational programs for female inmates in their states are underfunded. The guidelines presented for this factor are designed to assist those administrators who feel that such underfunding exists.

Guidelines.

Guideline Highlights

- Investigate three funding options:
  --Increasing state corrections allocations
  --Revising internal funding allocations
  --Seeking funds from outside sources

- Develop supporting materials to use in approaching new funding sources. Document the need, as well as the following key factors that affect program cost:
  --How many inmates will participate and at what level?
  --What facilities can be used for the program?
  --What are equipment and supply costs?
  --What is the cost of instructional personnel?

- Consider the following four options for providing programs:
  --Construct new facilities or convert existing facilities for men for use by men and women.
  --Transport inmates to local schools and colleges.
  --Introduce new programs into the present institution.
  --Provide occupational work experiences that do not take the form of the typical vocational program.

Of all the possible scenarios for obtaining additional funding for vocational programs for female inmates, it is probably least likely that such increases would result from larger allocations of the state's money to the department of corrections. Just as funding for vocational programming is not a high priority within state departments of corrections, neither is funding for corrections a high priority with state government. As proof, witness the overcrowded status of virtually every state prison facility in the country.

That leaves three options open for obtaining additional funding for vocational programming for female inmates: (1) the state's corrections institution(s) for women can attempt to garner a greater proportion of the state corrections money; (2) a corrections institution for women can revise its allocation of funds internally so that it spends more money on vocational programs; and/or (3) outside funding sources (e.g., federal government program funds, local community support, or private sector and foundation funds) can be pursued.

In pursuing any of these three options, a plan must be prepared that documents the need for vocational programs and the desire (among female inmates) for these programs and provides details on how these programs will operate and what their costs will be. The obvious factors that influence the institutional cost for vocational programming are the type and number of programs operated. Different programs have different costs depending on the type and amount of equipment and supplies used, the costs of instruction, and the amount of space needed to operate the program.

Four questions regarding program costs become paramount to selecting the type and format of a vocational program:

1. How many inmates want to participate in the program and to what extent will this level of participation remain constant over time?

2. Do the necessary facilities for operating the program exist; can they be attained (either through renovation or construction of institutional facilities); or can inmates be transported to outside facilities?

3. How much will it cost to obtain the necessary equipment and supplies?

4. Can the necessary instructional and other personnel be obtained, and if so, at what cost?

These are not the only factors to consider in selecting a vocational program; they are simply the key factors that affect program cost.

The broader aspects of the issue of inmate desire for participation in vocational programs will be discussed in greater detail in the subsection on characteristics of the institutional population. The influence of inmate desire for program participation on program costs has to do with the efficiency of operating certain vocational programs, such as machine shop and woodworking, that require a great deal of space and expensive equipment. Simply stated, if the space for such a program is to be provided within the institution, and if state corrections funds are to be used for the purchase of necessary equipment, then there will have to be enough participants in the program to make it worth operating from a cost-efficient standpoint. Otherwise, another method of providing the program would have to be sought, such as contracting with nearby facilities.

The factors of inmate desire for participation, available facilities, equipment and supply costs, and availability and cost of instructional personnel, in combination, will have a major influence on the type and format of vocational programs selected for operation in a women's corrections institution. In some cases these factors will rule out completely the operation, in any form,

of a particular program. In most instances, however, this should not be the case.

It is important to note that there are options regarding the form under which a program operates. There are four alternative methods available for offering additional vocational program opportunities to female inmates.

- First, the state could decide to construct new co-corrections facilities or to adapt existing institutions for men into co-corrections facilities.

- Second, the state could transport female inmates either to institutions for men where additional vocational programs already exist, or to programs at a community college or some other community institution.

- The third option is simply to introduce x number of new nontraditional vocational programs (as agreed to by the court) into the institution(s) for women.

- The final option is to provide additional vocational opportunities to female inmates that are equivalent to those offered to male inmates, but which are offered in some form other than the typical vocational program. For example, female inmates could be offered occupational work experience opportunities in nontraditional occupations such as carpentry or printing, instead of the typical program in an institution for men where the inmates work in a shop within the prison.

The first option would maintain cost-efficiency due to the large number of inmates. Female inmates would have the same opportunities for program participation as males because they would all be in the same facility. However, this is initially the most costly of the four options because it often requires construction or renovation of facilities. The second option could also be quite costly and, hence, not a very viable option, particularly if the institution for women is not located relatively close to an institution for men or near a community college or other institution offering vocational programs. In states such as Rhode Island where these geographic limitations do not exist, however, this option is being pursued effectively.

The third option may or may not be costly depending upon the types of programs initiated and the availability of facilities and other resources in the institution for women. If major renovation or purchase of essential equipment and supplies is required, the cost could be quite high. Also, if there is not enough interest on the part of female inmates to participate in a program, it becomes very non-cost-efficient for the facility to operate.

The final option is probably the least costly, but is dependent upon available apprenticeship or other unique opportunities for interested and capable females. If such opportunities exist, non-cost-efficiency due to the operation of a major prison shop industry when only a few inmates are interested in participating can be spared. Apprenticeships provide inmates the opportunity for an excellent training experience at low cost to the institution. The courts, however, are likely to require evidence from the state department of corrections that available opportunities exist for all female inmates who desire such an experience. Otherwise, equal opportunity ceases to exist for female inmates, and the court is likely to rule that a prison shop or classroom-type program must be initiated.

Finally, sources of funding for vocational programs other than state government exist. These alternative funding sources should be investigated. They include various federal government sources such as Job Training Partnership Act (JTPA) funds, Targeted Jobs Tax Credits (TJTC) funds, Women's Education Equity Act funds, and National Institute of Corrections funds, as well as private sector sources such as economic development organizations, chambers of commerce, private foundations, community action groups, Private Industry Councils, and advocacy groups. A list of foundations that have funded programs in corrections is presented in Education in Correctional Settings, prepared by the MESA Corporation in 1985.

Institutional Characteristics

A second major factor to consider in vocational program planning and selection is institutional characteristics. Important institutional characteristics to consider include (1) the number of inmates housed in the institution, (2) the geographic location of the institution, (3) the security levels of inmates, and (4) corrections administrators' perceptions of vocational programs for inmates.

The number of inmates in the institution influences program format more than it does the type of programs selected. With a large number of inmates, it is more feasible from a cost-efficiency standpoint to operate institutionally housed, shop- or classroom-based vocational programs because there is a greater chance of having enough inmates interested in any given program over time. Institutional population size should not be used to constrain the types of programs selected (e.g., carpentry, business occupations, horticulture), but should be considered in deciding the format of the programs selected.

The geographic location of the institution also affects the program format alternatives. Institutions that are not located near a community college or other facility offering vocational programs will not have the option of transporting inmates to these facilities for training. Geographic location of the institution

in relation to state corrections facilities for men can also be an important factor. If a corrections facility for men is close enough to the institution for women, it opens the possibility of transporting females to the other institution to use vocational facilities and equipment.

Another factor that has a bearing on program format alternatives is the security classification of inmates. In some corrections institutions for women, maximum security inmates are not allowed to participate in any activities outside of the institution. This condition would make it impossible for maximum security inmates to be transported to outside facilities for vocational training. In other facilities, maximum security inmates are allowed to participate in activities outside the institution but extra security is required, which generally means additional corrections officers are needed in transporting such inmates.

Finally, the perceptions of corrections administrators regarding the vocational programs that should be offered to females have an important bearing on the types of programs actually selected and implemented. These perceptions may potentially be influenced by several factors, including the attitudes of corrections administrators regarding appropriate societal and occupational roles for women, their perceptions of the likely extent of inmate desire for various programs, and their knowledge of labor market characteristics and of vocational programs provided to female inmates in other corrections institutions.

Current status and practices. The state corrections institutions for women vary tremendously in average daily population. In 1984, the largest women's prison, the California Institution for Women in Frontera, had an average daily population of 1,349 inmates; the smallest women's prison, the Women's Correctional Center in Anaconda, Montana, had an average daily population of 17 inmates (American Correctional Association 1985). There are many state women's institutions of moderate size (between 150 and 400 inmates).

Corrections institutions housing female inmates also vary in their geographic location. Some are located near major population centers, others in rural, isolated areas, which has considerable influence on such factors as access to work release opportunities, prerelease job placement efforts, and even service options such as medical care and support from community agencies. Geographic proximity to other institutions that offer vocational training, such as community colleges, local vocational schools, and even state corrections facilities for men, also influences training options. The Maryland and Rhode Island corrections facilities for women, for example, are able to rely on use of local community colleges and vocational schools for training resources. The New Mexico facility for women, on the other hand, is located in an

isolated area, which limits access to both training and work release options.

Some facilities have overcome geographic limitations by seeking out alternative methods of programming. The Ohio Reformatory for Women, for example, offers postsecondary educational opportunities via correspondence courses through a state university. University instructors come to the facility on a periodic basis to provide some one-to-one contact with students. The Kentucky Correctional Institution for Women, which is located in a rural area and is additionally restricted in work release options by state law, has chosen to offer on-the-job training opportunities within the institution with related classroom components in order to give inmates needed exposure to occupational work experience.

Most states have only one state corrections institution for female offenders. This factor makes it necessary for these institutions to house minimum, medium, and maximum security inmates all in the one facility. A few states, of which Michigan is one, have two corrections institutions for women and thus can separate inmates of different security risk. In Michigan, maximum and high medium security inmates are housed at the Huron Valley facility in Ypsilanti and low medium and minimum security inmates are housed at the Florence Crane facility in Coldwater, although initial intake into the system for all inmates is through Huron Valley.

It has been suggested that historically the perceptions of many corrections administrators regarding vocational programs for female inmates have been significantly influenced by their traditional attitudes regarding societal and occupational roles for women (Ryan 1985). Patterns of vocational program offerings for female inmates documented in other studies (Comptroller General 1980; Ryan 1984; Taylor-Holsey 1980) lend credence to the assertion that in the past such attitudes have influenced perceptions of program appropriateness and, ultimately, program selection decisions.

The only logical alternative conclusion that could be drawn regarding the influence on program selection in the past is that the corrections administrators have based these decisions mostly on the desires of inmates for vocational programming or their perceptions of what these inmates will desire. The most likely conclusion is that both factors have influenced program selection decisions in the past. Whatever the relative influence of these factors to the program selection process, however, the result has been the selection and implementation of many vocational programs in the past that have not significantly increased the employability of female inmates upon release from prison.

During the course of this study, it was ascertained that the perceptions of appropriate vocational programs for female inmates among corrections administrators in several corrections institutions for women have changed. Taylor-Holsey (1980), in her

study of nine corrections institutions for women, found that, even though the vocational programs with the greatest participation rates by inmates were those leading to occupations typically employing females, several institutions were beginning to expand their program offerings to include some programs leading to occupations not typically dominated by female employees. Ryan (1984) noted the same trend in her 1983 national survey of corrections institutions for women.

From the site visits conducted as part of this study, it was apparent that all of the institutions visited had recently broadened their vocational program offerings both by expanding some of the programs in the more traditionally female-dominated occupations (e.g., business and office occupations) and adding new programs either in occupations that are neither male nor female dominated or in occupations that have customarily employed males. It can be argued that the litigation in recent years has provided much of the impetus for these changes, but it was apparent from the site visits conducted that there are many administrators in corrections institutions for women with progressive ideas regarding present and future vocational programming options for their inmates.

Guidelines.

Guideline Highlights

- Consider the influence of the following institutional characteristics on vocational program plans:
  --Institutional population size (affects number of inmates available to participate in programs)
  --Geographic location of institution (affects linkage with outside program and service options)
  --Security status of inmate population (affects need for security personnel and transportation of inmates to outside facilites)
  --Corrections administrators' perceptions of appropriate vocational programs for female inmates (affects openness to choice)

- Update corrections administrators' knowledge of inmates' need for vocational training in relevant, well-paying occupations by sharing documentation of inmate characteristics (e.g., number of inmates who will need to be self-supporting upon release) with all personnel.

The average daily population should be a key factor guiding the selection of vocational program format. Very large institutions can efficiently run institutionally housed, shop- or classroom-based vocational programs. For institutions with a small number of inmates, however, staff should investigate the

options of transporting inmates to other facilities that have the necessary space and equipment (e.g., a nearby community college, vocational high school, or other corrections institution) and providing occupational work experiences. Institutions with larger populations can also provide inhouse programs, but for institutions with small populations, other options may be critical. Geographic proximity to other services and facilities is one obvious factor that will determine the extent to which the corrections institution can pursue outside options.

Corrections administrators should consider the security status of their inmate population in deciding on program format so that they do not find themselves offering a particular form of program in which many inmates cannot participate. If the security status is a factor limiting program participation for some inmates, then it should be considered along with the size of the institutional population in selecting the format of programs to operate.

Corrections administrators' perceptions of what vocational programs are appropriate for female inmates will always have a major impact on the programs selected and offered. This is fine as long as their perceptions are not inaccurate due to stereotypical attitudes regarding the societal and occupational roles of women or to their perceptions of the women's own stereotypical attitudes. Such attitudes are simply not in line with the reality of the societal and occupational roles actually performed by women. And, for this particular group of females, the reality is that at least three out of four will need to be prepared to fill the role of working mother upon release from prison. The likely fate for many of these former inmates who cannot fill this role is a return trip to the corrections institution.

Recognition of these realities by corrections administrators should influence the program selection process in a way that emphasizes the use of labor market statistics and the need to offer programs that provide marketable job skills and employability skills to participating female inmates. It is apparent that many corrections administrators have adopted this outlook. It is an outlook that should be adopted by all corrections administrators.

Inmate Characteristics

A third major factor to be considered in program selection and planning is characteristics of the inmates in the institution. Four inmate characteristics are of particular importance: (1) inmate ability and aptitude, (2) inmate interest in and desire for participation in various vocational programs, (3) inmate's knowledge of various occupations and careers, and (4) inmate's length of sentence.

Inmate ability is the educational level at which the inmate functions upon entering the corrections institution. Inmates who do not possess basic reading and writing skills cannot participate effectively in many vocational programs. These inmates would require some basic academic education prior to participation in many other programs. Inmate aptitude for the skills associated with various vocational programs and the occupations resulting from that training is another relevant piece of information that can help both the vocational program staff and the inmate in making a more knowledgeable decision about which vocational programs she would be suited to enter.

Two characteristics--interest in and desire for program participation and knowledge of occupations among the inmates--are related to and should influence both the types and forms of programs offered. It is generally assumed that knowledge of occupations has some influence on occupational choice. Lack of knowledge about an occupation often severely restricts the likelihood of an individual choosing to work in that occupation. Given this assumption, it is not illogical to assume that knowledge of occupations would also influence an inmate's level of interest in participating in a vocational program.

Inmate desire for participation is and should be an important determinant of the programs offered because it provides an indication of the likely participation rates for various programs. Knowledge of the likely participation rates should help guide the decision about which programs to offer and how each one should operate. If only one or two inmates want to be in a particular program, then implementing an institutionally housed, shop- or classroom-based program in that particular vocational program is clearly not going to be feasible. Providing an occupational work experience opportunity would be more appropriate.

The length of sentence served by an inmate is important to consider because it will provide an indication as to how long the inmate is likely to be incarcerated and thus whether she will be incarcerated long enough to proceed all the way through her chosen vocational program. Each inmate has a different length of sentence and various vocational programs are of varying lengths. The idea is to avoid placing an inmate in a vocational program that she will not be able to finish because she will not be incarcerated long enough to do so.

Current status and practices. In her national study of corrections institutions for women, Ryan (1984) reported the following statistics regarding the educational background of female prison inmates. Forty-two percent had earned a high school degree or GED equivalency. A little over 7 percent had gone on to college and completed at least some college work. Approximately 34 percent had completed some high school but did not graduate. The remaining 23.5 percent had dropped out of school prior to high school.

There are no national statistics published on the vocational aptitudes of female inmates. Most of the institutions visited as part of this study do assess the vocational aptitudes of their inmates. This information is used to assist inmates in selecting vocational programs suited to their aptitudes.

In studies on female inmates conducted by Ryan (1984) and Taylor-Holsey (1980), it was reported that participation in vocational programs was heavily oriented toward the traditionally female-dominated occupational areas of clerical and business, food services, and cosmetology. Although it cannot be determined to what extent this pattern of participation is due to limitations in the types of programs offered to female inmates, it is believed that at least part of the participatory pattern can be attributed to inmate choice.

Three of the institutions in the current study, the Kentucky Correctional Institution for Women, the Huron Valley Women's Facility in Michigan, and the Ohio Reformatory for Women, conducted surveys of their inmate populations to determine the preferences for participation in vocational programs. None of the surveys restricted the options to those programs currently operated in the facility. The possible programs from which the inmates could choose included the range of vocational possibilities. Nonetheless, the surveys still indicated a preference among female inmates for participation in traditionally female-dominated occupational areas.

Many female inmates possess traditional attitudes regarding societal and occupational roles for women that make them disinclined to train in occupations not traditionally performed by females (Chapman 1978; Glick and Neto 1977). Furthermore, many female inmates have a narrow range of knowledge about occupational and career possibilities that effectively prohibits them from desiring and requesting participation in vocational programs in various occupations. The Huron Valley Women's Facility has conducted extensive testing of inmate knowledge of occupations and careers (in compliance with the ruling in the Michigan equity case--Glover v. Johnson 510 F. Suppl. 1019 [1981]). The tests showed a low level of knowledge of many occupations, particularly of traditionally male-dominated occupations (Stein et al. 1982). Although there are no national figures reported on knowledge of occupations by female inmates, the survey of female inmates at Huron Valley provides evidence that lack of awareness of occupational possibilities could be a significant problem among this population group.

Ryan (1984) reported the following statistics from her national study of corrections institutions for women regarding length of sentence. Approximately 16 percent were sentenced for less than 2 years. About 45 percent were sentenced for 2 to 5 years. Roughly 20 percent were sentenced for 6 to 10 years; 6 percent for 11 to 15 years; and 7 percent for 16 to 20 years. Of course the sentence length is not an accurate indicator of actual

time served. The average length of time served for prison inmates is roughly 2 years.

Guidelines.

Guideline Highlights

- Survey inmates regarding their knowledge of occupations and careers.
- Use survey results to design and implement orientation programs that will encourage career awareness and attitude change among female inmates.
- Resurvey inmates after orientation to measure change in career awareness and attitudes toward occupations and self.
- Draw on career awareness and attitude change surveys for input into vocational program selection.
- Implement vocational programs that reflect inmates' informed choice of careers.

An assessment of inmate ability should be made upon entry into the institution, and the results should guide program staff in providing any necessary basic academic education to inmates either before they enter a vocational program or during participation in such a program. Similarly, inmate vocational aptitude should be assessed early in the inmate's term for the purpose of guiding the choice of vocational program by the inmate.

The guidelines presented regarding inmate interest in and desire for vocational programs rest upon the following line of reasoning:

1. The desire for programs among female inmates is heavily determined by their attitudes regarding occupational and societal roles for women and their knowledge of occupations and careers.
2. The extent of desire for programs depends upon the number of inmates in the institution.
3. Within any given institution, the desire of female inmates for vocational programs significantly influences the selection of programs to be offered to these inmates.
4. Evidence regarding the programs offered to and enrolled in by female inmates, both in the past and at present,

indicates a strong desire for vocational programs in occupational areas leading to low-level jobs traditionally held by females and a lack of desire for vocational programs in other areas.

5. In general, the current program offerings and patterns of participation in programs by female inmates are not significantly increasing the ability of these inmates to secure productive employment upon release from prison.

6. If the current vocational program offerings for female prison inmates, as a whole, are to be improved, the desires of female inmates in general must be changed.

7. Changing these desires will require changing the attitudes of female inmates regarding the occupational and societal roles of women and increasing occupational awareness among the members of this group.

Because the attitudes held by female inmates regarding societal and occupational roles for women are so important to inmate desire for participation in vocational programs, these attitudes must be accurately measured. Therefore, the first step in the process on influencing inmate desire for vocational programs is to determine the current attitudes and desires of the female inmates in the institution and their knowledge of occupations and careers by surveying them. Based on the information obtained from this survey, decisions need to be made regarding the extent to which career awareness and attitude change programs need to be implemented and on the specific foci and emphases of these programs.

There are numerous resources available to use in providing career awareness and changing the attitudes regarding occupational roles for women, some of which are specific to women in corrections settings. Some of the organizations offering these resources are included in appendix C.

A point of clarification is in order here. When emphasizing the importance of expanding the occupational desires of female inmates, no suggestion is being made that efforts must focus on producing a desire among members of this group for participation in traditionally male occupations such as welding, metal work, or other construction trades. Females in the general population often have considerable difficulty competing with men in traditionally male occupations. Female inmates, who are already at a disadvantage in the labor market due to their prison records, would understandably avoid the added pressure of becoming a role model for their sex by selecting a nontraditional occupation. Therefore, the emphasis in developing vocational programs for all inmates, male as well as female, should be on occupations identified through use of labor market data. For example, information services occupations are known to be growing in

today's economy. Many of these occupations are neither traditionally male nor female dominated. So a career awareness and occupational attitude change program should not necessarily take an approach of shifting desire among females toward nontraditionally female occupations, although it can and should address this aspect of occupational awareness to some extent.

After developing the career awareness and attitude change program and implementing it, occupational awareness should be measured once again to determine that inmate awareness has been increased. At this point, the inmates need to be surveyed regarding their desires for vocational programs. Inmates will have been exposed to a more realistic view of their postrelease employment opportunities.

The desire for vocational programs shown by inmates after undergoing the career awareness and attitude change program should be the basis for developing a broad list of potential programs that could be offered. Then, a process should be implemented to determine the level of desire for each potential program (i.e., the number of inmates who would participate in a program if it were offered). This information can then be used in combination with program cost-factor data (as discussed in the previous section) and labor market data (to be discussed in another section of this publication) in determining the types and forms of vocational programs to be selected and offered to female inmates.

Assessment of the likely length of stay for each inmate should be made by the institution. This calculation should be based on data about the average length of stay for inmates who committed similar crimes and received similar sentences to those of the inmate being assessed.

Once this assessment is made, the information should be used in selecting an appropriate vocational program for the inmate. Inmates should not be placed in a program that they probably will not get through due to being released prior to the program's completion. Long-term inmates should be placed in programs that afford them postprogram work opportunities within the institution. Finally, inmates should have their skills updated through retraining prior to leaving the institution if their participation in a vocational program was during the earlier part of a lengthy confinement and the necessary skills in their vocational area have changed during their confinement period.

Knowledge and Use of Labor Market Information

One of the factors that can significantly guide corrections administrators in the program selection process is knowledge and use of labor market information. This information consists of statistics on both the current and projected supply of and demand for workers in various occupations. The information can be used to identify those occupations for which workers are currently

needed or will be needed. Helping inmates gain the skills needed to assume a position in one of these occupations should increase their chances of obtaining postrelease employment and, hence, their chances for making a successful transition from the institution back into the community.

Current status and practices. It was not possible to ascertain on a national level the extent to which labor market information is used by corrections institutions for women as a guiding factor in the selection of vocational programs offered to inmates. Taylor-Holsey (1980) noted that current labor market demands had been used in development of the newer programs in the nine institutions for women that she surveyed. Of the seven corrections institutions for women in this study, Michigan's was the only one that mentioned use of labor market information in program selection.

One method related to use of labor market information that was employed at one of the seven institutions in this study was to look at the help wanted section of the classified ads in the local newspaper to get a sense of the current job openings. Although this is a useful activity, it should not be the only method of selecting programs because such ads are (1) representative of only a small segment of the total job market for the area, (2) indicative of the available jobs for the local area but not representative of other areas, and (3) only indicative of the demand for workers and not the supply of workers for given occupations in the labor market.

Guidelines.

Guideline Highlights

- Become familiar with key sources of labor market information at both the federal, state, and local levels.
- Use labor market information as a key consideration in planning and selecting vocational programs for female inmates.
- Take special note of both supply of and demand for workers in occupations.
- Use labor market information when providing career awareness education to inmates.

The use of labor market information by corrections administrators as a guide in selecting vocational programs for female inmates is strongly recommended. Of course inmates should not choose occupations based solely on the net demand for workers in various occupations any more than other individuals in society

would be expected to do so. What is suggested is that labor market information can and should provide relevant statistics regarding the net demand for workers across various occupations at present and in the future. Inmates can use such information to determine their likelihood of securing a position in a particular occupation. This particular use of labor market information should be part of the career awareness provided to inmates. This information should influence the occupational desires of female inmates and affect their preferences for particular vocational programs.

Labor market information is produced by both the federal and state governments. At the federal level, the Bureau of Labor Statistics, U.S. Department of Labor, produces several publications on occupational outlook. At the state level, state employment security agencies (SESAs) provide information on current and projected labor supply and demand by occupation for the state and for metropolitan statistical areas (MSAs) within the state. Also, the State Occupational Information Coordinating Committees (SOICCs) have state-level information on occupational trends.

A recent publication, Using Labor Market Information in Career Exploration and Decision Making, prepared by the National Occupational Information Coordinating Committee (NOICC) (1986), is an excellent and highly recommended resource for corrections administrators to use. Chapter 3 of the committee's publication contains complete information on the sources of data on occupational outlook prepared by the federal and state governments.

Several publications available from the National Center for Research in Vocational Education can aid corrections administrators in their work with labor market information. Using Labor Market Information in Vocational Planning (Starr, Merz, and Zahniser 1982) describes a procedure to use in developing long-range program plans. National Occupational Projections for Voc Ed Planning (Rosenthal and Pilot 1983) gives information on how to use the U.S. Bureau of Labor Statistics' national occupational projections effectively.

Knowledge of Vocational Program Efforts in Other Corrections Institutions for Women

Knowledge by corrections administrators of vocational program efforts in other corrections institutions for women could potentially be an important factor to program selection. Familiarity with the types of programs operated, the purposes behind operating those specific programs, and details about how those programs are operated can influence the perceptions of corrections administrators regarding appropriate vocational programs for female inmates. Furthermore, such knowledge could

assist administrators in developing similar programs in their own institutions.

Current status and practices. Communication and exchange of vocational programming information among the state and federal institutions housing female inmates does not appear to occur to any great extent at the present time. Prior studies make no mention of such communication and information exchange, and none of the seven institutions in this study participated in such exchanges except for the two Michigan institutions, which communicate with each other.

Guidelines.

Guideline Highlights
• Develop a national network among the 65 state and federal institutions that house female inmates.
• Use the network to facilitate communication and information exchange.

Corrections institutions that house female inmates can benefit greatly by sharing innovative program ideas and methods of program operation. A network among the 65 state and federal institutions (listed in appendix A) that house female inmates would facilitate such communication and information exchange. The network could also be used for exchange of ideas regarding all other aspects of the operation of corrections institutions for women, such as institutional philosophy, basic inmate care, security and safety, recreation, counseling, and support programs. The types of activities and services possible through such a communications network are limitless. Likewise, the benefits are extensive.

The structure of such a network could be modeled after the trade association format. Centralized staff could be maintained at a small cost, supported by dues from each institution. Services provided by staff could include a regular newsletter, an annual conference or meeting, and brief reports on topics specifically of interest to corrections administrators of institutions for women. A directory could be compiled to familiarize institutions with one another. Inclusion of program descriptions, along with names and phone numbers of staff, would facilitate direct contacts among parties with mutual problems or needs.

Staff could also survey institutions to determine areas of greatest need and could then offer regional or centralized workshops to address these needs. Topical experts could provide guidance on pressing issues and could introduce useful resources to institutional staff. Some areas that fall in this category are

sex equity, labor market information, displaced homemakers, career awareness, job placement, and program evaluation.

The formation of such a network is very feasible. The number of corrections institutions for women is small enough that each institution could both disseminate information to and keep abreast of what is going on in the other institutions. Furthermore, because the percentage of female inmates in the total inmate population is so small, state corrections departments have historically, due to external pressure, given less attention to the needs of their female inmates than their male inmates. If this is the case, the formation of a network of female corrections institutions becomes an ideal source of ideas. It may be that a corrections institution for women could gain more useful information from a similar institution in another state than it could from its own state department of corrections.

Overview of the Factors Influencing Vocational Progam Selection

Sometimes it can be helpful in understanding a process to see all of the factors in the process and their interrelationships presented in a figure. For those readers who find this helpful, figure 4-1 on the following page presents a diagram of the factors influencing the program selection process.

As can be seen, the actual program selection decision is affected by three factors: (1) corrections administrators' perceptions of appropriate vocational programs for female inmates, (2) inmates' desire for vocational programs (including both the types of programs desired and the number of inmates that desire to participate in each program), and (3) the financial ability of the institution to operate various vocational programs.

Corrections administrators' perceptions of appropriate vocational programs are driven by (1) their attitudes regarding societal and occupational roles for women, (2) inmates' desire for vocational programs, (3) labor market information, and (4) knowledge of exemplary vocational programs operated in other corrections institutions for women.

Inmates' desire for vocational programs is affected by (1) their attitudes regarding societal and occupational roles for women, (2) their knowledge of occupations and careers, and (3) the institutional population size, which specifically influences the total number of inmates desiring participation in given programs.

The financial ability of the institution to operate various vocational programs is affected by the following four factors: (1) program costs, (2) state corrections vocational education funds for female inmates, (3) nonstate funds for vocational education for female inmates, and (4) the extent of inmates' desire for participation in various programs.

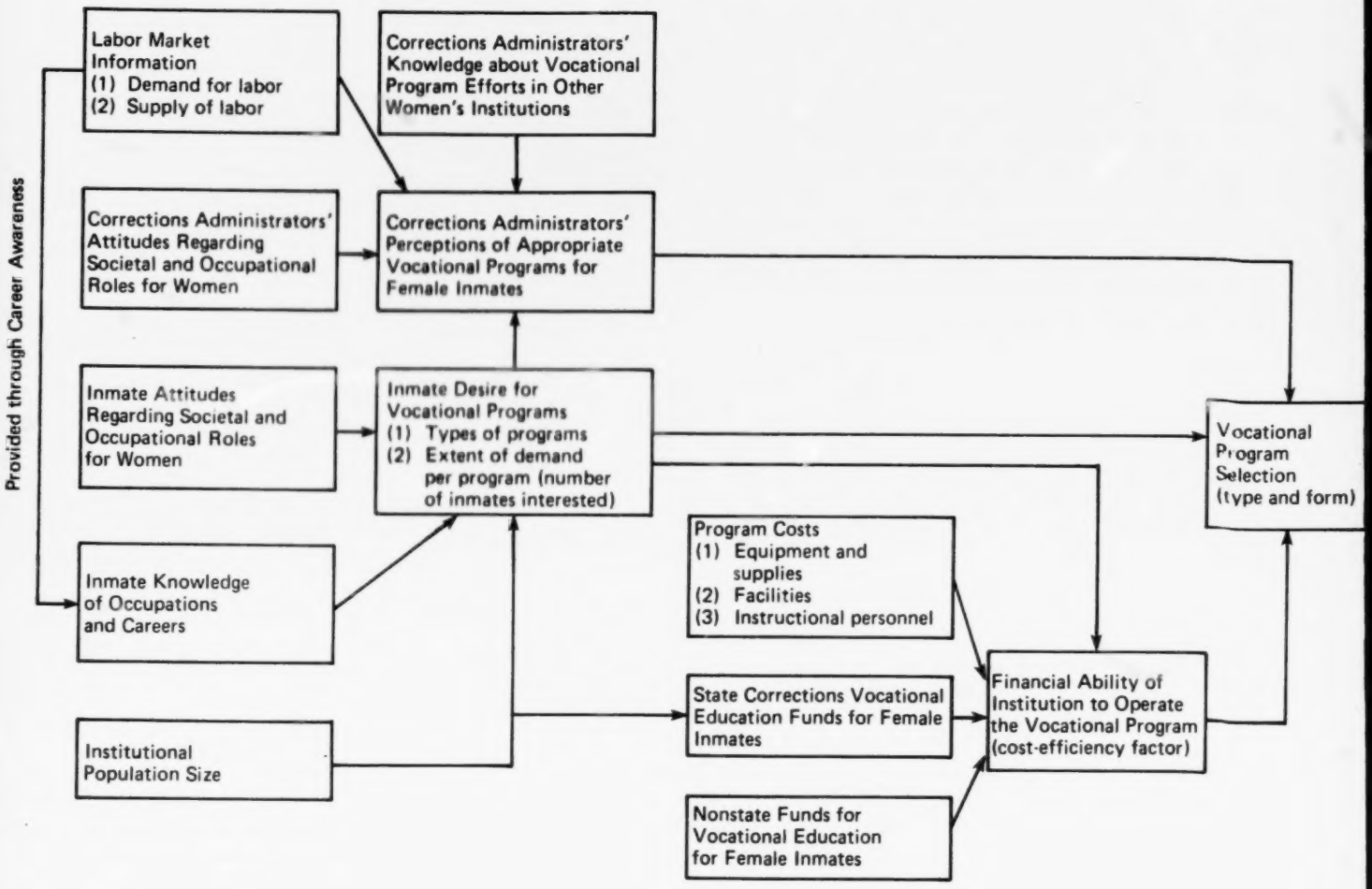
Provided through Career Awareness
Labor Market Information
(1) Demand for labor
(2) Supply of labor
Corrections Administrators' Knowledge about Vocational Program Efforts in Other Women's Institutions
Corrections Administrators' Attitudes Regarding Societal and Occupational Roles for Women
Corrections Administrators' Perceptions of Appropriate Vocational Programs for Female Inmates
Inmate Attitudes Regarding Societal and Occupational Roles for Women
Inmate Desire for Vocational Programs
(1) Types of programs
(2) Extent of demand per program (number of inmates interested)
Vocational Program Selection (type and form)
Program Costs
(1) Equipment and supplies
(2) Facilities
(3) Instructional personnel
Inmate Knowledge of Occupations and Careers
Financial Ability of Institution to Operate the Vocational Program (cost-efficiency factor)
State Corrections Vocational Education Funds for Female Inmates
Institutional Population Size
Nonstate Funds for Vocational Education for Female Inmates

Figure 4-1. Diagrammatic overview of the factors influencing vocational programs selection

Enhancement of Vocational Programs

Implementing vocational programs is a complex activity calling for skill and knowledge in many areas, including facilities design, staff hiring and supervision, instructional techniques, and more. Because many resources already exist in these subject areas, this section focuses primarily on special considerations to which corrections personnel can and should address themselves to enhance the quality of vocational programming and the ability of female inmates to benefit from it. Four major considerations are presented: (1) the provision of support services and programs to inmates, (2) the provision of institution-to-community transition programs for inmates, (3) the provision of academic programs, and (4) the use of outside resources.

Provision of Support Services and Programs

Vocational programs cannot be offered in a vacuum within female corrections institutions. Critical to their success are support services and programs that help inmates cope with social, psychological, and physical problems and needs that interfere with their ability to concentrate on educational programs. Virtually all offenders possess some degree of psychological problems and physical care needs, and many have a history of substance abuse problems. Although male and female offenders may possess some similar psychological problems (e.g., feelings of alienation), there are other psychological problems that are particularly acute for females. These problems include depression related to separation from dependent children, worry over the care of their children, and low self-esteem due to exaggerated dependency on men, parents, welfare, and drugs or alcohol. Female inmates also possess unique physical care needs in the areas of nutrition, obstetrical care, and, in some cases, prenatal care (Ryan 1985).

In addition to possessing these special psychological and physical needs, many female inmates are single parents who have had difficulty in handling their role. Some have had difficulty coping with their anger and have abused their children. Others have had trouble changing from the role of dependent wife and homemaker to that of independent single mother and income earner. These are situations that these women will again encounter upon release.

The need for support services vis-a-vis vocational programs and future employment are critical for two reasons. First, a variety of needs can claim the inmate's attention and prevent her from concentrating on vocational programming. Support programs that deal with these needs and problems can aid in freeing the individual to focus on training and work. Second, after release from prison, most former inmates need to secure and retain jobs. If the problems that existed upon incarceration are not solved,

the individual will be in no position to work effectively and retain a job, despite the vocational training completed.

For example, in the first case, the experience of arrest and detention can itself be traumatic for women and can provoke an emotional crisis calling for treatment services.

> The need for resources and facilities for crises intervention surfaced as a major item of concern for both the NIC sponsored 1978 National Consultation on the Women Offender and the U.S. Bureau of Prison's Taskforce on the Woman Offender. The problem flows directly from two rather constant conditions for women at every level of jurisdiction--the small numbers of female offenders and their segregation--which tends to isolate them from the wider range of services and facilities available for men . . . . Equally critical is the absence of resources for women who as a consequence of a family crisis . . . kill or assault their husbands, their lovers or their children. Johnson's . . . interviews with offenders who had attempted suicide reveals that these persons see their "lives as destructive beyond redemption," themselves as "inadequate and despicable"; and precisely at this critical point they are "forced to live with their self-contempt in an environment that serves as a testament to failure." (Heffernan 1981, p. 28)

Other crisis-provoking situations singular to women are the separation of a pregnant woman from family members and the separation of mothers from their children, which is one of the severest punishments for female offenders. Women experiencing all these difficulties are in no position to benefit from vocational programs, yet, long term, they are no less in need of job training and work skills.

As an example in the second case, one of the factors related to success on the job is the ability to focus on one's job duties. This is heavily dependent upon an individual's ability to maintain a stable home environment. A single mother who experiences difficulties with the role at home will, in many instances, lose her job because this leads to either lack of attention at work or too much absence from work.

Treatment programs, medical services, and other support services help women deal with urgent problems. They may then be able to concentrate on vocational program activities, which can only come second to physical and emotional needs.

Current status and practices. All corrections facilities appear to provide some type of medical, dental, and psychological or psychiatric counseling services, as well as programs to help inmates deal with alcohol, narcotics, and other substance abuse. All seven of the institutions visited in this study do so. However, in Ryan's (1984) study of female corrections institutions, over half (16 out of 27) of the total states being

sued were accused of providing inadequate medical services. Furthermore, inadequate medical services were cited most often in the suits filed, although this complaint was followed closely by complaints about inadequate facilities and about inadequate educational and vocational programs.

Maryland provides an innovative informational medical service that other states may wish to emulate. Health Dial provides audio health information to inmates via the telephone and library reference materials. This type of service can supplement the one-to-one patient-doctor services provided and can enhance that basic care by educating the patient. Maryland also has a unique approach to the programming process: the MAP effort, which stands for Mutual Agreement Programming. The emphasis here is on the fact that the inmate takes an equal role in selecting program options, from medical care to education. This integrated approach allows a more complete attention to needs.

A number of the institutions in this study provide displaced homemaker services, although they do not always go by that name. The intent of displaced homemaker programs is to teach women who have traditionally been fully dependent on males for economic and personal support to live independently as single parents and wage earners. Many women ascribe to the stereotypical view that they must rely on a male for their sole support. They do not make independent decisions, nor do they possess the skills to provide for themselves financially. A displaced homemaker is a woman who, having spent some years working in the home, suddenly finds herself left to her own resources. This situation may have come about through death of the spouse, divorce, or separation. Often the woman is left with dependent children and no means of financial support. Sometimes the woman is older, has raised her children and does not provide for their support, but has not worked outside the home for over a decade, and she now lacks the skills and training to do so.

The Ohio Reformatory for Women offers the Impact Program, which began in the summer of 1984. The program addresses the displaced homemaker's problem by helping her develop a positive self-concept and make career plans. Participants can explore both traditional and nontraditional careers and then can take part in training and education that relates to their career plans. The program's focus on understanding options and having self-confidence works in tandem with the training offered at the Clearwater School. When inmates who will be displaced homemakers upon their release understand the value of career choice and training, they will be more likely to apply themselves in the classroom and work setting.

The Michigan State Department of Corrections also addresses the needs of displaced homemakers, but without calling the effort by this name. At the initiation of the Vocational Assessment and Evaluation (VAE) effort, 89.7 percent of the participating women were either single, separated, divorced, or widowed. The number

having dependent children was 74.6 percent. Over half the women had less than 3 years of work experience, and 23.6 percent reported having never worked. For those who had worked, the positions held were mostly nonskilled, entry-level jobs (Stein et al. 1982, p. 23). These statistics are not unusual and represent the demographics commonly found among female inmates. VAE recognizes these women's needs and helps them improve their awareness and self-esteem so that they gain confidence in their ability to plan careers, receive training, and search for jobs. Their orientation to careers and the world of work encourages them to drop stereotyped attitudes and convinces them to consider nontraditional, higher paying job options.

The first evaluation of the program showed it to have a significant effect on participants' self-esteem and reduction of stereotyped attitudes. Women with dependent children showed marked benefit from the program, with significant increases in occupational knowledge and self-esteem and a significant decrease in stereotyping (Stein et al. 1982, p. 19). This information verifies that such awareness programs do work and are necessary, to displaced homemakers and other inmates alike, as the first step in offering training, especially for nontraditional occupations.

In the topical area of family and parenting services, "postrelease studies have found that alienation from the family is the greatest adjustment problem for most women offenders" (Stein et al. 1982, p. 34). Many facilities offer group and individual psychiatric counseling, but only some call for involvement of family members and children. Only a small number of states have devoted resources to bringing inmates' children on site for more than brief visits. Ryan's 1983 survey showed only 18 states as having child care programs (Ryan 1984, p. 21), and none of the seven institutions in this study had such a program in operation. The Western New Mexico Correctional Facility planned to offer the Mother-Offspring Life Development (MOLD) program, but has not yet been able to operate it due to facility crowding. The special apartments built to house the mothers and children for extended visits are being used to accommodate minimum security women. It is hoped that once additional minimum security facilities are opened in the summer of 1986 the program will commence.

A number of state facilities not covered in this study do offer exemplary child care programs. The Arizona Center for Women in Phoenix, Arizona, offers the MOLD program, which allows the female offender to have her children with her once a month for an 8-hour visit and once every 90 days for a 72-hour period. The Community Prisoner Mother Program at the California Rehabilitation Center, Norco, California, actually places qualified female felons with their preschool age children in a special facility provided by the Department of Corrections. The mothers are reunited with their children, and they are taught good housekeeping and parenting skills. As cited in Ryan's (1984) study of female corrections institutions, 17 other facilities have created

programs meant to bring mothers and children together and to foster positive relationships. An article entitled "Female Offenders with Emotional Problems" (Heffernan 1981) is probably most succinct in summing up the justification for these mother-child bonding programs: "Since, for a woman, family concerns may be integral to the offense and the focus of her anxiety, every effort to retain communication with family members is critical, whether this be by visiting or use of the phone" (p. 36).

Guidelines.

Guideline Highlights

- Evaluate provision of basic medical, dental, psychological, and psychiatric services and establish quality assurance controls.
- Use inmate evaluations fully for planning and developing a comprehensive service package for each person.
- Identify female inmates who are displaced homemakers and offer appropriate programs to support attitude change and skills acquisition.
- Strengthen mother-child relationships by offering formal programs and examining and altering policies limiting contact between inmates and their children.

In general, a female inmate's "primary objective is survival in, and release from, the experience of incarceration" (Taylor-Holsey 1980, p. 5). With this in mind, the reality is that integrated programs and services that help her cope with the environment of prison life and reduce feelings of hopelessness and fear are most likely to enhance concentration on vocational training. In the words of one female inmate, "There is no such thing as rehabilitation. Rehabilitation comes from self. But if a person doesn't know how to cope with the environment, how can it come from self?" (Taylor-Holsey 1980, p. 90).

The philosophy of the institution toward the nature of the experience provided is also key and can have a profound effect on the woman's attitude. An institution should focus on providing an integrated set of programs that meet all the inmate's needs, and in which the inmate has a voice, in an attempt to provide an atmosphere conducive to rehabilitation. A written plan should be prepared by the inmate and a counselor and then approved by representatives of education, custody, psychological and medical services, and, in some cases, the parole board. The plan should be, where applicable, at least 1 year in length. The American Corrections Association's MAP model offers just such a program.

Examining exemplary program models can aid corrections administrators in the hard work of planning and developing new program approaches. Furthermore, many exemplary programs draw on unique outside resources previously unexplored in many states. Cooperation with community agencies can often relieve corrections administrators of the need to provide staffing for some programs such as displaced homemakers' programs.

Finally, in cases where children's programs seem too expensive because they call for special facilities and staffing, various low-cost options should be considered. Heffernan (1981), citing a 1980 study by Stanton, notes that prison policies and facilities restricting communication with family members could be modified without significant costs or a lessening of security. Heffernan recommends increased use of visiting or the telephone as two low-cost strategies. "The possibility of the continuation of family relationships--and the presence of children--may itself remove a major point of crisis" (p. 36).

Provision of Transition Programs

Transition programs are designed to assist inmates in overcoming the difficulties of moving from the institution back into the community upon release from prison. Probably the most important factor in making a successful transition is the individual's ability to secure and maintain employment. Transition programs, therefore, typically deal with postrelease employment or related concerns. The five major transition programs are in the areas of (1) employability skills training, (2) occupational guidance and counseling, (3) job placement, (4) prison industries, and (5) work release. In some cases, these programs are combined. For instance, a work release program might have an employability skills training component, or a prison industries program might have a job placement component.

Employability skills training is designed to teach the skills associated with getting a job, such as locating job openings, calling a prospective employer, preparing a resume, and interviewing. It is also designed to teach aspects of employee behavior that are important to keeping a job. These behaviors include, among others, showing up on time for work, calling your employer when you are ill and have to miss work, and relating effectively to your employer and co-workers. Inmates often lack all of these employability skills.

Occupational guidance and counseling programs are designed to assist individuals in choosing employment that is suited to their occupational needs and interests. As was previously noted, female inmates often possess little knowledge of various occupational roles and thus are in need of career awareness. They also have difficulty in choosing employment appropriate to their needs and

interests. Guidance counseling can be viewed as an extension of career awareness for these individuals.

Job placement programs actually attempt to find employment for offenders who are near release and, in some cases, for offenders who have already been released, as compared with employability skills training programs that teach inmates skills for securing employment on their own. Job placement programs for offenders who are near release may be operated by the corrections institution alone, by the parole board, or with the assistance of a local community agency. Job placement programs for former inmates would only be run in conjunction with or entirely by a local community agency. Virtually all inmates near release could benefit from job placement services.

Prison industry programs provide participating inmates with an opportunity to learn the essential skills associated with one or more jobs in a particular industry, with the possibility of obtaining employment in a similar position in the private sector upon release from prison. In this respect, prison industries can be considered transition programs. There are other benefits to inmates of working in a prison industries program that are not related to transition, but we include prison industries programs in this discussion because of their potential impact on successful transition. Prison industry programs are not appropriate for the vocational training needs of every inmate, but many inmates can benefit from participating in these programs.

Work release is an arrangement that allows an inmate to work at a job out in the community during the day and return to the institution at night. It is probably the most beneficial transition program because it not only provides an inmate with work experience while in prison, but also typically provides the inmate with employment after release from prison.

Current status and practices. The extent to which employability skills training is provided across the nation's corrections institutions for women is not documented in the literature. No figures regarding the extent of provision of this type of program are reported in prior studies of corrections institutions for women. Three of the seven institutions in this study provided employability skills training to inmates.

The extent to which occupational guidance and counseling is provided to female inmates across the country is also undocumented. Figures on the provision of this service are not reported in prior studies of corrections institutions for women. Six of the seven institutions in this study, however, do provide occupational guidance and counseling. If this sample is representative, then one might assume that most of the nation's corrections institutions for women provide this service to their inmates.

Few of the nation's corrections institutions for women are documented as providing job placement services to their inmates. There are no figures reported on the extent of provision of this service in Ryan's 1984 national survey of women's correctional institutions. None of the seven institutions in this study independently provided job placement services, and only one did so in conjunction with a community agency.

In her report on nine corrections institutions for women, Taylor-Holsey (1980) reported that few institutions had the staff or resources to provide placement services. Among the nine institutions, only the one in California provided job placement services without relying on a community agency. At three of the other nine institutions, job placement services were provided in coordination with or by a community agency. Taylor-Holsey (1980) reported that there are restrictions in some state corrections systems to having institutional personnel make outside contacts on the part of inmates. These restrictions obviously would eliminate the possibility of institutionally operated job placement services for inmates.

Ryan (1984) reported that 31 out of the 58 institutions in her sample (roughly 53 percent) operated a prison industry program. The most common prison industry was sewing, operated by 16 institutions. Although several of the institutions in this study operated prison industries, there was sometimes no formal coordination between these programs and the vocational programs offered. Many of these penal industries (e.g., making file folders) are not conducive to coordination with vocational programs because they do not require extensive vocational training. The prospects for employment in these tasks after release from prison, it should be pointed out, are not very good either.

Four of the nine institutions in Taylor-Holsey's study provided work release opportunities for inmates. Three of the six states visited in this study also provided work release opportunities for some minimum security female inmates. Some states, it should be noted, are prohibited by law from offering work release programs that place inmates in the private sector. Kentucky deals with this restriction by offering work release to other state agencies, such as universities, state parks, and the state hospital. Other states have prison facilities located in isolated areas, as is the case with Western New Mexico Correctional Facility. This institution cannot offer a work release program of any magnitude due to the 20 percent unemployment rate of the local town, which only has a population of 11,500.

Guidelines.

Guideline Highlights

- Provide employability skills training and occupational guidance counseling to ensure postrelease employment success of inmates.
- Provide job placement services, prison industries, and work release programs if resources allow. If resources do not allow, link with local community agencies to provide services and programs.

In the most positive scenario, where a corrections institution for women has sufficient economic resources, all of the transition services and programs discussed should and could be provided to inmates. That such programs would provide useful and needed skills and assistance to inmates is unquestioned. Unfortunately, most corrections institutions do not have sufficient economic resources to offer all of these services and programs or do not set them as a high priority.

It does seem, however, that at a minimum all corrections institutions for women should provide employability skills training and occupational guidance counseling. These programs are essential to postrelease employment success for many inmates. The provision of vocational programs alone will not be sufficient to foster such success for these inmates. Employability skills training can be provided by institutional staff as a component of vocational training programs, and occupational guidance counseling should be provided by institutional staff as an extension of career awareness training.

Job placement services, and prison industries and work release programs are a different matter. These programs are more costly to operate and more difficult to run administratively. The best alternative for operating job placement services seems to be to establish linkages with one or more community agencies in a joint effort to provide these services. This method is currently being used to provide job placement services to some female inmates in at least three states.

One reason why such a method is preferable to having the institution independently provide job placement services is that the provision of such services is costly and consumes too much staff time to be operated cost-effectively. Furthermore, inmates are sometimes not from the immediate geographic area where the corrections institution is located. They may need jobs in cities at some distance from the corrections institution, or even in another state. In such cases, referring former inmates to local agencies providing job placement assistance is a more effective

alternative than trying to provide job placement throughout the state.

Another reason why the linkage method is preferable is that job placement requires some support by both private and public sector employers in the community, and it can be helpful to have a community agency working with a corrections institution in placement efforts. Together, they can perform a bridging role between the institution and the community that the corrections institution alone cannot provide.

Where prison industries programs are operated in corrections institutions for women, they should be coordinated with vocational programs to the extent possible, and they should be in vocations that can lead to employment opportunities for inmates after release from prison. Two examples of prison industries programs in the institutions we visited, which are coordinated with vocational programs, are a printing shop industries program that is coordinated with a graphics vocational program in Kentucky, and a data processing industries program that is coordinated with a computer data-entry vocational course at the Florence Crane institution in Michigan.

The training, industry, and education linkage, or so-called T.I.E. concept, is perceived to be beneficial to inmates because it provides them with more comprehensive training and employment experience and better prepares them to achieve postrelease employment success. A highly recommended resource to contact for assistance in developing a comprehensive prison industries/ vocational training program is the National Center for Innovation in Corrections at George Washington University, Washington, D.C. A brief explanation of this organization, its activities, and whom to contact is presented in appendix B.

A work release program is probably the most beneficial type of transition program because it not only provides an inmate with work experience while in prison, but also typically provides the inmate with employment after release from prison. A work release program is also probably the most difficult transition program to operate administratively. It requires placement of inmates in jobs and transportation of inmates to their jobs. It also creates an added security risk and creates the potential for having an inmate escape or commit another crime while on release. Care must therefore be exercised in selecting inmates who can handle the responsibility of participating in work release. This selection process, needless to say, also consumes additional staff time.

If it is economically feasible to operate such a program, even if only for a handful of inmates, however, it seems to be a worthwhile endeavor, one where the potential benefits outweigh the potential risks. Although there have been incidents in a few states of inmates escaping or committing crimes while on work release, the occurrence has been minimal for women. Because work release, like job placement, requires a bridging function between

the corrections institution and the community, it would seem beneficial to operate work release in conjunction with one or more community agencies, if their support can be engendered. Also, if the institution provides, or wants to provide, job placement services in conjunction with community agencies, it would seem logical and natural to combine the work release program with these services into one program since the same community agencies would be used in both efforts.

Provision of Academic Programs and Resources

Academic programs and resources provided in adult corrections institutions offer inmates the opportunity to acquire skills and knowledge that many failed to obtain in the traditional academic setting. Such programs and resources are important to vocational programs for a variety of reasons. First, inmates must meet basic academic requirements in order to participate in vocational programs. Some inmates do not meet these requirements and need to participate in an adult basic education (ABE) program prior to entering a vocational program.

Obtaining basic reading and writing skills in an ABE program or earning a general educational development (GED) high school equivalency degree can also enhance an inmate's vocational program experience. It is well known that employers are looking for more than vocational skills in prospective employees. They are looking for individuals who can think and follow directions. In short, they want people who can be trained. An exoffender who cannot read or write is going to be at a tremendous disadvantage when seeking a job after release from prison and is not likely to be successful in obtaining work. On the other hand, an exoffender with a high school equivalency certificate as well as vocational program experience is going to appear more promising to an employer than is an exoffender who only possesses the vocational experience.

Finally, the library in a corrections institution can provide inmates with materials that complement vocational education. Such library resources might include information on occupations and careers, materials related to specific vocational programs, and information on how to cope with being a single parent and wage earner.

Current status and practices. Ryan (1984) reported that 48 of the 58 (83 percent) corrections institutions for women in her national survey provided an adult basic education program and 51 of 58 (88 percent) provided a general educational development certificate program. All of the seven institutions in this study provided an ABE program and all provided a GED program.

On a national level, the extent to which there is coordination between academic and vocational programs in corrections institutions for women could not be verified. Within

the institutions in this study, evidence of some coordination between academic and vocational programs was present. Most of the institutions, for instance, required inmates to demonstrate minimum academic skills (e.g., reading at a 6th grade level) in order to participate in a vocational program. Formalized testing is used to measure skill level. There were also other instances of coordination that were less formal. For example, there were vocational instructors who, when they had a student with academic deficiencies that were impeding progress in the vocational program, would seek assistance from the adult basic education instructor in developing remedial instruction for the student.

No national data are reported on the existence of institutional libraries in corrections institutions for women. All of the seven institutions in this study operated a library, with a special law library, within the institution. Inmate access to the materials in these libraries appeared to be adequate.

Many of the institutions also provide special library programs funded by special sources. Maryland, for example, sought special funding under the Library Construction Service Act to provide legal materials to inmates across the state. The Santa Fe Community College is presently applying for funds under the Carl Perkins Vocational Education Act to set up an Incarcerated Women's Program. This program will include a special Career Lab/Resource Center on site at WNMCF. It will include a variety of guidance databases and software packages, including programs to teach resume and letter writing.

Some of the institutions provide services in response to inmate requests. The Ohio Reformatory for Women, for example, periodically requests input from inmates and offers short seminars in the library tailored to their requests.

Guidelines.

Guideline Highlights

- Assess all inmates' educational needs at intake and design a comprehensive educational plan to address both academic and vocational needs and desires.
- Provide adult basic education that focuses particularly on basic skills development.
- Encourage inmates to work toward their high school equivalency certificate, in addition to participation in vocational programs.
- Provide a library and encourage inmates to use the facility, both by making reading assignments and by tailoring library services and programs to meet needs specified by inmates.

It is important for female inmates who are deficient in basic skills to participate in an adult basic education program and obtain these skills. Their participation in a vocational program is not going to be of much benefit if they cannot read, write, and speak at an acceptable level of proficiency. At a minimum, they need these skills if they are to have any realistic chance of obtaining employment after release from prison. When possible, it will also be beneficial for any female inmate who dropped out of high school to obtain a high school equivalency certificate while incarcerated, in addition to her participation in a vocational program. Possessing the GED certificate will make her more employable in her search for a job after release from prison.

Each female inmate should have her educational needs assessed as part of the classification process upon entering the institution. From this assessment, a comprehensive educational plan should be developed for each inmate, taking into account the needs and desires for both academic and vocational education. The plan should coordinate academic and vocational program experiences so that the released inmate can become as employable as possible, given the time she serves and the programs available to her while incarcerated.

Finally, the use of the institutional library should also be coordinated with vocational and other related programs. Inmates should be given the opportunity and encouraged to do independent reading in their areas of vocational study. They should also be encouraged to do independent reading about various occupations and careers as part of career awareness. And, they should be encouraged to do independent reading as part of their participation in programs such as displaced homemaker, parenting, and life skills.

Use of Outside Resources

In addition to the funds provided by the state department of corrections and the institutional personnel used in providing vocational and related program within the institution, there are a variety of resources available outside of the institution for assistance in operating these programs. Four types of outside resources can be tapped by corrections institutions for women in pursuit of upgrading their vocational and related programs: (1) information resources, (2) labor resources, (3) facilities and equipment resources, and (4) financial resources.

Information resources are materials that assist corrections staff in the development and operation of institutional programs. Such information includes guidebooks on the provision of vocational programs, how to conduct various programs related to vocational education (e.g., career awareness, displaced homemaker, life skills), how to obtain additional funds, and how to use labor market information. It also includes documents from other

correctional institutions pertaining to the operation of any of their vocational or related programs. Sources of information include federal, state, and local government agencies; private non-profit organizations; and other corrections institutions.

Labor resources are organizations that can provide personal services, either paid or volunteer, from one or more of its members in conjunction with institutional programs. There are a variety of different labor resources. Community colleges and vocational training institutions are a source of vocational education instructors. Certain local government agencies can provide a coordinating function with local employers in facilitating job placement and work release opportunities for inmates. Various private nonprofit organizations may send individuals to the institution to discuss topics such as employability skills, career awareness, drug abuse, parenting, life skills, and so forth. Some employers from the community may also be interested in talking to inmates about employability skills and career awareness.

Facilities and equipment resources may be supplied, either for money or for free, by educational institutions or employers. Local community colleges and vocational training institutions are potential sites for the provision of various vocational programs to female inmates. These institutions, as well as some local employers, may also be able to donate surplus equipment, or sell unneeded equipment at low cost, that can be used by the corrections institution in the provision of its vocational programs.

In addition to the sources of outside funding discussed previously in this guidebook under the subsection on resources and program cost factors, the potential for government agencies and private sector employers to offer work release or vocational training experiences to inmates should be considered a possible financial resource. Although the institution does not receive any funds directly under these arrangements, the inmates involved receive training experiences that the corrections institution would otherwise have to pay for it if they were to provide commensurate experiences inside the institution.

One outside resource, in particular, is of special potential benefit because it can provide assistance in several of the aforementioned resource areas. This resource is the vocational program advisory committee. The advisory committee is a group comprised of local community members from educational institutions, private businesses, labor, and government agencies that advise corrections staff in regard to the operation of specific vocational programs and the operation of transition programs (i.e., employability skills training, occupational guidance counseling, job placement, prison industries, and work release). The advantage of advisory committees, beyond the technical advice they provide regarding the teaching of specific vocational programs, comes from their knowledge of and ability to

access all of the aforementioned resources in efforts to upgrade the quality of all vocational programs offered by the institution.

Current status and practices. Although the corrections institutions in this study had taken advantage of some of the outside resources available to them, most of these institutions had not made use of these resources to the full extent possible. All of the institutions in the study had an arrangement with a local community college or vocational institution for provision of one or more vocational or related programs to inmates and, thus, were making use of some outside labor and facilities and equipment resources. Only one of the institutions, however, was working with a local agency on job placement for inmates. Furthermore, there was lack of awareness among the facility administrators of many of the sources of information available and possible alternative funding sources for vocational and related programs.

In none of the institutions was there evidence of a formal process for assessing the institution's needs in vocational and related programs, identifying the available resources, and developing strategies for accessing those resources. The use of advisory committees also was not extensive at any of the institutions in the study; although, where such committees had been established, feedback from the institutions regarding the value and usefulness of these committees was quite positive.

Guidelines.

Guideline Highlights

- Identify unfulfilled institutional and inmate resource needs.
- Identify community agencies, service providers, and funding sources that work in these need areas.
- Establish working relationships with these community agencies, service providers, and funding sources.
- Develop an advisory committee for vocational education that can provide links with other institutions within the community, advise on programs, and identify needed resources.

Because corrections institutions attempt to provide so many services for inmates and are generally understaffed, under-equipped, and underfunded, the use of resources from outside the institution and state department of corrections is essential to the effective provision of many programs. Given some of the special needs of female inmates (e.g., the need for career awareness, for changing their outlook on societal and occupational

roles for women, and for parenting education), the use of outside resources becomes even more imperative. Not only are outside resources a form of assistance, but they may well be the only source of knowledge regarding the provision of certain types of programs (e.g., a program designed to change the attitudes of female inmates regarding societal and occupational roles of women).

The use of outside resources can benefit a corrections institution for any or all three of the following reasons. First, outside resources can be used as a source of technical assistance in the operation of vocational and related programs. Corrections staff are trained in treatment and care of inmates and the provision of institutional security. They should not be expected to possess all the knowledge and skills to operate employability skills, job placement, career awareness, and other programs without assistance from outside sources.

Second, some outside sources may be able to provide financial assistance for institutional program efforts. The fact that this assistance may be in the form of work release or training placements should not be overlooked. It is one of the most valuable forms of financial assistance the institution can receive. Work release placements offer inmates an opportunity for on-site work experience that they cannot get in the institution and also often lead to postrelease employment. An outside training placement may provide an inmate with a training experience in a vocational area that cannot be provided through an in-house program. It is a valuable programming option for the institution to pursue.

Finally, the use of outside resources establishes vital and important linkages between the corrections institution and government agencies, educational institutions, nonprofit organizations, and private businesses. It is no secret that corrections facilities are not among society's most popular institutions. The public at large basically thinks of them as holding pens for society's bad people and misfits. It is important that corrections institutions make inroads with other organizations in the community, both to educate them and enlist their support of institutional programs, if efforts at rehabilitating offenders are to have any likelihood of success.

There should be a formal process undertaken by the corrections institution for the purpose of obtaining outside resources. The institution should first identify its needs and the needs of its inmates. The institution should then identify its internal resources and the extent to which those resources meet the identified needs. The disparities between the two comprise the needs resource gaps. The next step in the process is to identify all possible outside resources in the four categories and determine how each one can address the needs identified. A list of some organizations that offer various types of resources is

presented in appendix C. Finally, the institution should develop and implement strategies for accessing the resources deemed to be beneficial in meeting the identified needs. This basically will consist of writing letters, making telephone calls, and meeting with people to explain the institution's mission and soliciting the support of these individuals in one or more of a variety of forms (e.g., sending information, visiting the institution to talk with inmates, helping to coordinate certain programs).

Plans should also be made to develop advisory committees for vocational and related programs. These advisory committees should be comprised of the individuals in government, education, and private organizations and businesses with whom the corrections institution has been able to establish ties. An advisory committee can be a source of technical assistance. It can identify information and labor resources. It can also be a source of leads for acquiring outside funds, facilities, and equipment. But, perhaps most important, it is a group that links the corrections institution to other valuable service-providing institutions within the community.

Three publications are among the many available from the National Center to aid in seeking new resources. Sharing Resources: Postsecondary Education and Industry Cooperation (Warmbrod, Persavich, and L'Angelle 1981) presents numerous useful ideas that can be applied in the corrections setting. The Linker's Tool Kit (National Center 1984) is a set of materials for administrators aimed at aiding users in establishing working relations with business, industry, labor, government, and the military. A Helping Hand: A Guide to Customized Support Services for Special Populations (Bhaerman, Belcher, and Merz 1986) written by National Center staff and published by the Meridian Education Corporation, discusses approaches and resources for use in delivering support services, particularly job placement, to ex-offenders and other special groups.

Program Evaluation

There are three facets to evaluating human service programs, a category under which programs provided in a corrections institution fall. These three facets are known as (1) program monitoring, (2) program process evaluation, and (3) program outcome evaluation. Monitoring provides for the measurement of program effort. Process evaluation provides an indication of program effect. Outcome evaluation attempts to measure program impact.

One National Center publication in particular should be considered by those wishing to conduct evaluation activities. Evaluating Voc Ed Programs: A Handbook for Corrections Educators (Halasz and Behm 1982) provides an eight-step process for users with little or no evaluation experience. It is most useful to anyone wishing to conduct the types of evaluation described next.

Monitoring

Monitoring is the collection of data on the relevant aspects of a program (e.g., type of service provided, number of hours of service provided by type, or method of service provision) for the purpose of establishing whether the program is meeting its stated objectives regarding the extent of service provided. If a stated objective of a program is to provide 1,000 person hours of service per month (the sum of the number of persons in the program times the hours per month of service each receives), program monitoring can provide the necessary information to indicate whether or not that objective was achieved.

Monitoring cannot assess the effect a program is having on the program participants. It measures program effort, not program effect. Monitoring produces measures of central tendency--means, medians, and modes--and measure of dispersion--ranges, variances, and standard deviations. It can tell you whether the students in a vocational program are presented with adequate materials or opportunity, but not the extent of their achievement level, why they are learning at that particular level, or the extent to which their level of achievement is due to efforts of the instructor as opposed to other factors.

Current status and practices. All of the institutions in this study monitored their vocational programs to some extent. It is generally standard procedure for almost any agency to keep basic records on the service it provides. Otherwise, there is no basis for the organization to determine what it actually does with any certainty. The mistake that some organizations make is in confusing program effort with program effect. It is sometimes mistakenly assumed that if a certain level of service is being provided, then the program is having a certain desired effect on the clients. No evidence appears to exist among the institutions in this study that such mistaken assumptions were being made; however, these mistaken assumptions are often hard to detect because they are unspoken beliefs retained by individuals.

Guidelines.

Guideline Highlights
• Monitor vocational and related programs to document the extent of service provided, such as number of participants served and number of service hours provided.

All vocational and related programs should be monitored so that program effort can be accurately assessed. Such information is useful because it can indicate where gaps exist between program objectives and the ability to meet those objectives. This provides an indication of where the need exists for more service.

Caution is advised to administrative and program personnel, however, against confusing program effort with program effect.

Process Evaluation

Process evaluation is the analysis of data collected on program processes and program participants that measures the effect a program is having on its participants. Process evaluation can answer such questions as To what extent is a change in the level of knowledge in a given subject among a group of program participants due to the instruction provided as part of the program? It measures the relationship between program effort and program effect.

Process evaluation does not measure program impact on desired program outcomes for inmates. Just because a program has the desired effect on program participants does not automatically mean that the participants will exhibit desired outcomes such as achieving postrelease success in employment, for example.

Current status and practices. Most of the institutions in this study did not conduct program process evaluation. Only in Michigan at the Huron Valley facility was a process evaluation conducted. It was conducted on the Vocational Assessment and Evaluation (VAE) effort, the career awareness program given to all female inmates at intake. It appears that few program process evaluations are being conducted on vocational or related programs in corrections institutions for women. The methodological and statistical techniques required for such evaluations are beyond the capabilities of most staff in these institutions, or in any of the corrections institutions for males for that matter. The evaluation of VAE was conducted by a team of researchers from the University of Michigan.

Guidelines.

Guideline Highlights

- Seek the research services of a sociology or criminology department at a local university to conduct a program process evaluation.
- Evaluate such program aspects as increase in student knowledge and ability to perform practical applications.
- Use results to replan program approaches, making efforts more effective.

Program process evaluations are very useful because they can indicate where program changes need to be made and, thus, can be

used to improve programs. Unfortunately, the conduct of these evaluations does require a knowledge of social science research methods and statistics, a characteristic that few employees of corrections institutions possess. If the state department of corrections has a research division, it may be able to provide the necessary expertise to conduct such an evaluation. In many cases, however, the research division in a state department of corrections strictly performs a record-keeping or monitoring function and does not possess the technical capabilities to conduct a process evaluation either.

If it is possible to obtain the research services of a sociology or criminology department at a local university that is interested in conducting a program process evaluation on one or more of the institution's programs, it would be well worth it to have such a study conducted. Having a private consulting firm conduct such a study is virtually out of the question for financially strapped corrections institutions due to the high cost involved.

Outcome Evaluation

Outcome evaluation is the analysis of data collected on program processes, program participants, and outcome variables in corrections, such as recidivism and postrelease employment history. The purpose is to measure the effect that inmate participation in a given program had on their postrelease success. It attempts to answer such questions as To what extent does participation in a given program influence whether or not a participant in the program will recidivate within, for example, a 5-year period after release from prison?, or To what extent does such participation influence whether or not a program participant will secure and maintain employment for a 5-year period after release from prison?

Current status and practices. None of the institutions in this study conduct outcome evaluations on a regular basis. Only in Michigan was an attempt made at conducting an outcome evaluation. This evaluation encountered the same difficulties that all such previous attempts have encountered. In any attempt to conduct an outcome evaluation of a corrections program, locating and interviewing former prison inmates is a problem. The attrition rate of potential study participants grows as the length of time between the release of these inmates and the attempted follow-up interviews is increased. Exinmates, in general, are a transient group. It is very difficult to track them down, particularly once they are no longer on parole.

In addition to the methodological difficulties created by a large attrition rate of the sample population in an attempted outcome evaluation, it is also almost analytically impossible to control for all of the other factors, besides participation in the program under study, that may have had an effect on the outcome

measures in question. Such factors may include, but certainly are not limited to, participation in other programs both during and after release, various characteristics of the study participants such as age, race, prior education, and prior employment history, and factors that caused the individuals under study to be selected for participation in the particular program under study in the first place. Since selection into vocational programs is not random, but rather is based on certain criteria, even if a researcher could determine the existence of an unconditional cause and effect relationship between program participation and the outcome measures, the relationship could not be generalized to other populations beyond the particular group under study.

To deal with this methodological problem, the research team would have to conduct an experiment using a sample group of inmates who participated in the program under study and a control group comprised of inmates who were matched with members of the sample group on various population characteristics, thus making them eligible for participation in the program, but who were denied such participation. Even in conducting an experiment, however, the problem of controlling for all of the different outside influences on the participants in both the study and control groups during their prison experience and after their release from prison still remains. Furthermore, the denial of treatment to members of the control group creates an ethical problem, and perhaps even a legal problem, that most institutional administrators would want to avoid.

Guidelines.

Guideline Highlights

- Educate all involved parties to the fact that evaluations cannot establish the effect of education on inmate recidivism because the factors causing such outcomes cannot be scientifically isolated from one another.

Corrections institutions and state departments of corrections typically do not have personnel with the expertise needed to conduct an outcome evaluation. Hiring outside researchers to conduct such an evaluation would, in most instances, be prohibitive from a cost standpoint for a department of corrections. Finally, outcome evaluations are fraught with methodological difficulties and, in general, yield results that are not of much value. For these reasons, we recommend that outcome evaluations not be attempted, unless a team of university researchers wants to conduct such an evaluation and can obtain the necessary funding from the federal government, the university, or elsewhere to do the work.

APPENDIX A

INSTITUTIONS HOUSING FEMALE OFFENDERS

APPENDIX A

INSTITUTIONS HOUSING FEMALE OFFENDERS

Julia Tutwiler Prison for Women
Kathleen Holt, Warden
Route 1, Box 30
Wetumpka, AL 36092
(205) 567-4369

Meadow Creek Correctional Center
Richard Schoeffel
Assistant Superintendent
Box 600
Eagle River, AK 99577
(907) 694-9511

Arizona Center for Women
Erv Blair, Superintendent
342 N. 32nd Street
Phoenix, AZ 85008
(602) 255-5107

Women's Unit
Virginia Wallace, Warden
8000 W. 7th
Pine Bluff, AR 71603
(501) 879-0560

California Institution for Women
Sylvia Johnson, Superintendent
Rural Route 1
Frontera, CA 91720
(714) 597-1771

California Rehabilitation Center
C. Villalobos, Superintendent
Box 841
Corona, CA 91720
(714) 689-4552

San Diego Metropolitan
Correctional Center
Enrique Lucero, Warden
808 Union Street
San Diego, CA 92101
(714) 232-4311

Colorado Women's Correctional Facility
Richard Mills, Superintendent
Box 500
Canon City, CO 81212
(303) 275-5017

Connecticut Correctional Institution
Mrs. Marie Cerino, Superintendent
199 W. Main Street
Niantic, CT 06357
(203) 739-5413

Women's Correctional Institution
Walter Redman, Superintendent
100 Darby Road
Claymont, DE 19703
(302) 571-3004

Central Detention Facility
John Johnson, Assistant Director
1901 D Street, S.E.
Washington, D.C. 20003
(202) 727-1500

Florida Correctional Institution
W.E. Booth, Superintendent
P.O. Box 147
Lowell, FL 32663
(904) 622-5151

Broward Correctional Institution
Marta Villacorta, Superintendent
P.O. Box 8540
Pembroke Pines, FL 32024
(305) 434-0050

Women's Correctional Institution
Gary Black, Superintendent
Box 218
Hardwick, GA 31034
(912) 453-5218

SOURCE: American Correctional Association, College Park, MD, 1986.

Federal Correctional Institution
Charles A. Fumbo, Warden
Pleasanton, CA 94566
(416) 829-3522

North Idaho Correctional Institution
Ron McKinsey, Superintendent
Star Route #3
Cottonwood, ID 83522
(208) 962-3276

Dwight Correctional Center
Jane E. Huch, Warden
Box C
Dwight, IL 60420
(815) 584-2806

Chicago Metropolitan Correctional Center
Dennis M. Luther, Warden
71 W. Van Buren Street
Chicago, IL 60605
(312) 353-6819

Indiana Women's Prison
Clarence E. Trigg, Superintendent
401 N. Randolph Street
Indianapolis, IN 46201
(317) 639-2671

Iowa Correctional Institution for Women
Susan Hunter, Superintendent
Mitchellville, IA 50169
(515) 967-4236

Kansas Correctional Institution at Lansing
Sally Halford, Director
Box 160
Lansing, KS 66043
(913) 727-3553

Kansas Correctional-Vocational Training Center
George W. Thompson, Director
8th & Rice Road, Box 1536
Topeka, KS 66601
(913) 296-7220

Federal Correctional Institution
Robert Elsea, Warden
Lexington, KY 40507
(606) 255-6812

Hale No Na Wahine
Howard Murai, Administrator
P.O. Box F
Kailua, HI 96734

Maine Correctional Center
Edward J. Hansen, Superintendent
119 Malison Street
South Windham, ME 04082
(207) 892-6716

Maryland Correctional Institution for Women
Sharon Johnson, Warden
Box 535
Jessup, MD 20794
(301) 699-5550

Massachusetts Correctional Institute at Framingham
Peter Argeropulos, Superintendent
Box 99
Framingham, MA 01701
(617) 727-5056

Huron Valley Women's Facility
Denise Quarles, Superintendent
3511 Bemis Road
Ypsilanti, MI 48197
(313) 434-6300

Minnesota Correctional Facility - Shakopee
A. Jacqueline Fleming, Superintendent
Box 7
Shakopee, MN 55379
(612) 445-3717

Mississippi State Penitentiary
Eddie Lucas, Warden
Parchman, MS 38738
(601) 745-6611

Chillicothe Correctional Center
Donald A. Cabana, Superintendent
Chillicothe, MO 64601
(816) 646-4032

Women's Correctional Center
Steven MacAskill, Director
P.O. Box 639
Anaconda, MT 59711
(406) 693-2264

Louisiana Correctional Institution
for Women
Mr. Johnnie Jones, Warden
St. Gabriel, LA 70776
(504) 642-5529

Nevada Women's Correctional Center
Bert Koon, Warden
P.O. Box 607
Carson City, NV 89701
(702) 885-5068

Correctional Institution for Women
S. Phil Dwyer, Superintendent
Drawer E
Clinton, NJ 08809
(201) 735-7111

New Mexico Correctional Center
for Women
Nancy Pomeroy, Superintendent
P.O. Box 1328
Los Lunas, NM 87031
(505) 865-3311

Albion Correctional Facility
Janice Warne Cummings, Superintendent
Albion, NY 14411
(716) 589-5511

Bedford Hills Correctional Facility
Frank Headley, Superintendent
47 Harris Road
Bedford Hills, NY 10507
(914) 666-6433

Bayview Correctional Facility
Bridgit Gladwyn, Superintendent
150 W. 20th Street
New York City, NY 10011
(212) 924-1143

New York Metropolitan Community
Corrections Center
Dale Thomas, Warden
1515 Hazen Street
East Elmhurst, NY 11370
(212) 728-7000

Correctional Center for Women
Jennie Lancaster, Superintendent
1034 Bragg Street
Raleigh, NC 27602
(919) 828-4316

Nebraska Center for Women
Lucille Splinter, Superintendent
Route 1, Box 33
York, NE 68467
(402) 362-3317

Ohio Reformatory for Women
Dorothy Arn, Superintendent
1479 Collins Avenue
Marysville, OH 43040
(513) 642-1065

Mabel Bassett Correctional Center
Ted Logan, Warden
3400 N. Eastern, P.O. Box 11492
Oklahoma City, OK 73111
(405) 521-3949

Oregon Women's Correctional Center
Patricia R. Tuthill, Superintendent
2605 State Street
Salem, OR 97310
(503) 378-2441

State Correctional Institution
Ann M. Goolsby, Superintendent
P.O. Box 180
Muncy, PA 17756
(717) 546-3171

Women's Division
Gloria McDonald, Associate Director
P.O. Box 8312
Cranston, RI 02920
(401) 464-2361

Women's Correctional Center
Robert W. Donlin, Warden
4450 Broad River Road
Columbia, SC 29210
(803) 758-6811

Women's Correctional Facility
Lynne DeLano, Superintendent
Box 76
Yankton, SD 57078
(605) 665-3671

Tennessee Prison for Women
Eileen Radeker, Warden
Route 3, Stewart's Lane
Nashville, TN 37218
(615) 741-4171

North Dakota Penitentiary
E. Satran Winston, Warden
P.O. Box 1497
Bismark, ND 58502-1497
(701) 224-2980

Park View Community Correctional Center
Mrs. Iris Hemenway, Director
700 E. 25th Street
Ogden, UT 84401
(801) 627-2510

Gatesville Unit
Linda Woodman, Warden
Route 4
Gatesville, TX 76528
(817) 865-8431

Federal Correctional Institution
Dudley Blevins, Jr., Warden
Ft. Worth, TX 76119
(817) 535-2111

Mountain View Unit
Mrs. Lucile G. Plane, Warden
Route 4
Gatesville, TX 76528
(817) 865-7226

Chittenden Correctional Facility
Richard Turner, Superintendent
Corner Swift & Farrell Street
South Burlington, VT 05401
(802) 863-7356

Virginia Correctional Center for Women
Mrs. Ann F. Downes, Warden
Box 1
Goochland, VA 23063
(804) 784-3582

Lois Deberry Correctional Institute
Mrs. Aileene Love, Warden
250 Ezell
Nashville, TN 37211
(615) 833-9415

Purdy Treatment Center for Women
Sue Clark, Superintendent
P.O. Box 17
Gig Harbor, WA 24910
(206) 858-9101

Federal Correctional Institution
Gwynne Sizer, Warden
Alderson, WV 24910
(304) 445-2901

Federal Correctional Institution
F.P. Samples, Warden
Morgantown, WV 26505
(304) 296-4416

Taycheedah Correctional Institution
Nona Switala, Superintendent
971 County Highway K
Taycheedah, WI 54935
(414) 923-0440

Wyoming Women's Center
Judith Uphoff, Warden
P.O. Box WWC
Evanston, WY 82930
(307) 789-2613

APPENDIX B

DESCRIPTION OF THE NATIONAL CENTER FOR INNOVATION IN CORRECTIONS AT GEORGE WASHINGTON UNIVERSITY

The National Center for Innovation in Corrections is currently working with nearly two dozen states to develop prison industries programs. Located in the Division of Continuing Education at George Washington University in Washington, D.C., the center was established 2 years ago by Supreme Court Chief Justice Warren E. Burger as part of a comprehensive program on prison industries. The National Task Force on Prison Industries, comprised of representatives from the private sector, organized labor, corrections, academia, and the legislative arena, was also formed at this time. The center recently released a report of recommendations made by the task force.

Prison industries programs are instrumental in reducing inmate idleness, training inmates in marketable job skills, and helping to defray the costs of incarceration. With such obvious benefits, one might expect a proliferation of prison industries programs. However, several barriers, including legislative and regulatory restrictions, opposition by organized labor, and financial and administrative difficulties, have historically served to constrain these programs. In most instances there are simply too many interest groups with a stake in the development of prison industries programs for such programs to evolve without the assistance of a coordinating organization.

The center was formed precisely to provide this facilitative role. It specifically acts to arrange and coordinate meetings between appropriate parties, establish contact with organized labor, provide coordination with government offices, and affect legislation conducive to the development of prison industries programs. In addition to its facilitative role, the center serves as a clearinghouse for information on prison industry programs and will assist in program development. It can provide up-to-date information on prison industry issues, current programs, sources of funding, state laws, and alternatives and solutions.

Of particular interest to corrections educators is the interface of prison industries with the provision to inmates of vocational education and career guidance and the development of employability skills. Indeed the extent to which exinmates succeed in the community after release from prison largely depends upon their ability to secure and retain employment. A prison industries program without education, career guidance, and employability skills components is liable to be less beneficial to inmates. The center can provide information on successful prison industries programs, such as the Prison Rehabilitative Industries and Diversified Enterprises (PRIDE) program in the state of Florida, and how they have incorporated these components into their programs.

During its brief period of existence, the center has already achieved success in such states as New York and Massachusetts and has been acclaimed for its efforts by legislators, business groups, labor organizations, and correctional agencies nationwide. It is an organization whose services should be used to the fullest in planning and developing a prison industries program. To contact the center, write to Dr. Judith Schloegel, SFOC, Executive Director, National Center for Innovation in Corrections, George Washington University, Washington, D.C. 20052; or phone (202) 676-7062.

APPENDIX C

RESOURCES FOR PLANNING, SELECTING, IMPLEMENTING, AND EVALUATING PROGRAMS

Many organizations offer information and materials that can assist you in offering a comprehensive approach to vocational education programs in women's corrections facilities. The information in this appendix will help you become familiar with some of these groups. Write to them and request information in your specific area of interest. For example, you might wish to focus on one or more of these areas: planning studies, model programs, labor market information, literacy education, sex equity in vocational education, career awareness programs, guidance and counseling, displaced homemakers programs, curriculum materials, teacher training and updating, and teaching of handicapped students.

Aluminum Company of America
Bureau of Mines, Motion Picture Section
Alcoa Building
Pittsburgh, PA 15219

American Association for Counseling and Development
5999 Stevenson Avenue
Alexandria, VA 22304

American Association for Vocational Instructional Materials
(AAVIM)
120 Driftmier Engineering Center
Athens, GA 30602
(AAVIM is the publisher of the National Center's Performance-Based Teacher Education materials, competency-based vocational administrator education materials, and other publications. Write AAVIM for a catalog.)

American Correctional Association
4321 Hartwick Road, Suite L 208
College Park, MD 20740

American Industrial Media
Garden City, NY 11530

American Vocational Association
2020 N. 14th Street
Arlington, VA 22201

Associated Films, Inc.
1108 Jackson Street
Dallas, TX 75202

Association of State Correctional Administrators
320 1st Street, NW, Room 200
Washington, D.C. 20534

Bergwall Productions, Inc.
P.O. Box 238
Garden City, NY 11530

Capitol Publications, Inc.
1300 N. 17th Street
Arlington, VA 22209
(Capitol Publications publishes various newsletters that report on funding issues, such as Money Alert and Federal Grants and Contracts Weekly.)

Career Aides, Inc.
8950 Lurline Avenue
Department F45
Chatsworth, CA 91311

Contact Center Incorp.
P.O. Box 81826
Lincoln, NE 68501

Coronet Films and Video
65 E. South Water Street
Chicago, IL 60601

Correctional Education Association
1400 20th Street, SW
Washington, D.C. 20036

Curriculum Coordination Centers (CCCs)--Contact the center in your region.

EAST CENTRAL CCC
Rebecca S. Douglass, Director
Sangamon State University
Springfield, IL 62708
217/786-6375

MIDWEST CCC
Robert Patton, Director
1500 West Seventh Avenue
Stillwater, OK 74074
405/377-2000

NORTHEAST CCC
Martha Pocsi, Director
NJVERC, Rutgers
The State University
Crest Way
Aberdeen, NJ 07747
201/290-1900

NORTHWEST CCC
William E. Daniels, Director
Saint Martin's College
Old Main Building, Room 474
Lacey, WA 98503
206/438-4456

SOUTHEAST CCC
James S. McCully, Jr., Ph.D., Director
Mississippi State University
Drawer DX
Misssissippi State, MS 39762
601/325-2510

WESTERN CCC
Lawrence F. H. Zane, Ph.D., Director
University of Hawaii at Manoa
1776 University Avenue
Honolulu, HI 96822
808/948-7834

Displaced Homemakers
Indian Hills Community College
Grandview and Elm Campus
Ottumwa, IA 52501

Displaced Homemakers Network
Lower Level B
1325 G Street, NW
Washington, D.C. 20005

Educational Design, Inc.
47 W. 13 Street
New York, NY 10011

Education Associates, Inc.
P.O. Box Y
Frankfort, KY 40602

Edupac, Inc.
231 Norfolk Street
P.O. Box 72
Walpole, MA 02081

ERIC Clearinghouse on Adult, Career, and Vocational Education
National Center for Research in Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, OH 43210-1090

ERIC Clearinghouse of the Handicapped and Gifted
1920 Association Drive
Reston, VA 22091

The Foundation Center
888 7th Avenue
New York, NY 10106
(The Foundation Center publishes the Foundation Directory and other publications about obtaining grants from public and private foundations.)

JIST Works, Inc.
The Job Search People
150 E. 14th Street
Indianapolis, IN 46202

Ken Cook Education System
12855 W. Silver Spring Drive
P.O. Box 207
Butler, WI 53007CIMC

Lincoln Electric Company
Cleveland, OH 44117

National Ex-Offender Grant Alliance
6910 Green Manor Drive
Louisville, KY 40207

National Institute on Corrections Clearinghouse
Boulder, CO

Oklahoma State Department of
Vocational and Technical Education
1500 W. 7th Avenue
Stillwater, OK 74074

Parent Education Advocacy Center
228 S. Pitt Street, Suite 300
Alexandria, VA 22314

Prentice Hall Media
Box 1050
Mount Kisco, NY 10549

Ramic Productions
P.O. Box 7530
Newport Beach, CA 92658

Ready Reference Press
(Women and Minorities)
P.O. Box 5249
Santa Monica, CA 90405

Reynolds Aluminum Co.
Motion Picture Department
P.O. Box 2346
Richmond, VA

The 2000 Company
325 N. New Port Boulevard
Newport Beach, CA 92660

U.S. Bureau of Mines
Graphic Service
4800 Forbes Avenue
Pittsburg, PA

Vocational Media Associates
Prentice Hall Media
P.O. Box 1050
Mount Kisco, NY 10549

Women's Educational Equity Act
Publishing Center
Education Development Center, Inc.
55 Chapel Street, Suite 200
Newton, MA 02160

Women's Information, Referral and Education Service
c/o Junior League of Boston
117 Newbury Street
Boston, MA 02116

Other Suggested Sources

Local labor unions--Check the Yellow Pages under "labor organizations" for the name of your local Joint Apprenticeship Committee or Joint Apprenticeship Training Committee or for your local union in the occupational area of interest.

Local school district offices--The superintendent's office should be a good source of information on state and federal monies, curriculum sources, teacher training and upgrading, and facilities design and planning.

National Center for Research in Vocational Education
Program Information Office
The Ohio State University
1960 Kenny Road
Columbus, OH 43210-1090
The National Center offers a variety of resources and services, from products to program design and evaluation assistance. Call the Program Information Office, 800-848-4815, toll free outside Ohio and inside the continental United States, to request a free products catalog and additional information.

State departments of education--SDEs offer the best source of information on state funding and how each state handles federal funds.

State employment or job service--This agency can offer career counseling, testing, labor market information, and placement services.

State Occupational Information Coordinating Committees--SOICCs are usually located in the capital of each state.

State office of vocational rehabilitation--This agency is located in the state capital. It can offer counseling, occupational testing, and analysis.

State postsecondary education office--This group is also located in the state department offices. It directs postsecondary education efforts in the state.

State sex equity coordinators--These people are located in the state department offices.

APPENDIX D

THE CASE STUDIES: VISITS TO SEVEN CORRECTIONS FACILITIES FOR WOMEN

During this study, seven corrections facilities for women were visited in six different states. The purpose of these visits was to obtain firsthand information about the problems, policies, and practices from a variety of institutions. This information could then serve as a reference to those offering vocational programs for female offenders.

The following institutions were visited:

- Kentucky Correctional Institution for Women
  Pewee Valley, Kentucky
- Maryland Correctional Institution for Women
  Jessup, Maryland
- Huron Valley Women's Facility
  Ypsilanti, Michigan
- Florence Crane Women's Facility
  Coldwater, Michigan
- Ohio Reformatory for Women
  Marysville, Ohio
- Western New Mexico Correctional Facility
  Grants, New Mexico
- Women's Division
  Cranston, Rhode Island

These institutions represented facilities of various sizes and populations. They also represented a mix of states that had experienced litigation in their corrections facilities for women as well as some that had not.

The following six case studies serve to orient the reader to the basic programs and services provided female inmates in the state corrections facilities visited. The reader should note that the Huron Valley and Florence Crane Women's facilities, both located in Michigan, are discussed in the same case study.

Kentucky Correctional Institution For Women (KCIW)
Pewee Valley, Kentucky

Opened: 1938

Current Number
of Inmates: 168

Introduction

The Kentucky Correctional Institution for Women has adopted a philosophy that calls for a program of "supervision, work opportunity, education, training, personal care, and a psychological environment" in which the prisoner may rehabilitate herself (Kassulke 1985-86, p. 4). KCIW prepares a complete operations plan each year that outlines historical data, the institutional goals and purposes, the yearly objectives, and a plan that projects activities for the next 5 years. The institution achieved American Correctional Association accreditation in 1983, with renewal in 1985.

Orientation and Classification Procedures

All inmates go through an initial two part orientation process: (1) assessment and classification and (2) the Life Skills Curriculum. The first part is a formal needs assessment of each inmate using testing procedures to determine, among other things, academic learning level and vocational skills and interests. The assessment includes analysis of the inmates' interests and preferences and results in a classification and assignment to an educational program consisting of vocational training, academic school, work, or a combination of the three. The Life Skills Curriculum focuses on communication, decision making, and planning skills.

Academic Program

The institution's academic curriculum helps students upgrade basic reading and math skills, and obtain a general equivalency diploma, if they desire. Adult basic education (ABE) is offered to those without a high school diploma. Current ABE enrollment is 30 inmates. Certification by the Shelby County School System is offered for grades five through eight. The adult basic education program also offers components for special education students, but the resulting certificates are just like those offered in the other programs. The Learning Center is open to inmates who wish to upgrade their basic skills or who are studying for their GED. KCIW gives the GED test to those ready for high school certification.

Eligible inmates who have their high school diploma or GED can work toward a bachelor's degree at the University of Louisville. To do so, they must qualify for study release.

Vocational Programs

Instructors from Jefferson Community College teach the vocational education courses at KCIW. Currently 20 inmates are enrolled in vocational programs. Inmates may choose from the following courses of study: Business/Office Education (BOE), Consumer and Family Life Skills, and Building Maintenance. BOE provides modules in accounting, clerical skills, typing, payroll, word processing, and a variety of other business office skills.

The first 40 hours of the Consumer and Family Life Skills unit is included in the orientation process and is called Life Skills Curriculum. Two other sections are also available. One covers such topics as diet, money management, and child care. The other is a work skills course that addresses looking for a job, choosing a job that matches your skills and interests, keeping a job, making job advancements, and more.

Building Maintenance teaches skills in several areas including plumbing, masonry, electricity, and carpentry. Two other vocational courses are in the planning stages. For additional training, inmates may attend Jefferson State Vocational School on study release if they meet the guidelines and are approved.

Vocational counseling better ensures that inmates are placed in training most suited to their needs and abilities. Flexible scheduling allows an inmate to begin at any time and proceed at her own pace.

On-the-Job Training

On-the-job (OJT) training is offered through institutional work assignments; inmates are paid for all the work they perform. In each setting, there is an established curriculum, and formal instruction is given by the work supervisor. In addition, there are OJT work opportunities available both with and without classroom instruction. Those offered with classroom instruction include Food Service, Janitorial Services, Maintenance Services, and Landscape Services. Laundry Services does not have a classroom component.

The Food Service classroom component covers basic food preparation for desserts, vegetables, meats, and salads. Basic nutrition and career exploration in the food service fields is included.

The Janitorial Services classroom component is a comprehensive custodial training course that covers floor and upholstery care, chemicals of the cleaning industry, building security and safety, cleaning windows and bathrooms, motion economy, and care of equipment.

The Landscape Services classroom component covers landscape plans, plant materials, manmade elements, cost estimate development, ground covers, soil preparation, greenhouse use, and lawn care.

The Maintenance Services classroom component covers elements of water and sewage treatment, boiler plant operation, and basic electricity.

Prison Industries

The prison industry at KCIW is a print shop where inmates learn to work with printing presses, folders, typesetting equipment, collators, and more. This is the highest paid work available within the institution. Another prison industry is in the planning stage.

Work Release Program

Work release to the private sector for both male and female inmates is prohibited by law in Kentucky; however, governmental service jobs are offered under contract with the Kentucky Corrections Cabinet. Inmates are bussed to the job sites--Central State Hospital, Tom Sawyer Park, and the University of Louisville at Shelby Campus. Clerical, landscaping, dietary, laundry, maintenance, and computer operation work opportunities are available at these sites.

Inmates who are scheduled for release attend an employability skills training course that is offered monthly. This course is funded under the Job Training Partnership Act (JTPA).

Treatment Programs and Support Services

A variety of support services are offered to inmates, including religious services, recreation program, psychiatric and psychological services, substance abuse program (including an Alcoholics Anonymous program), and more. A parenting program is currently in the development stages.

Maryland Correctional Institution For Women (MCIW)
Jessup, Maryland

Founded: 1939

Current Number of Inmates: 400

Introduction

The Maryland Department of Education (MDE) operates the educational services at MCIW on behalf of the Maryland Division of Corrections. MDE took over its operation in 1978. Programs offered comprise academic education, competency-based vocational education programs, employment programs, as well as a range of standard and innovative treatment and self-help programs.

The goals of these programs are reflected in a 1986 report of the Maryland Criminal Justice Coordinating Council (1986) that says:

> It is only through the coordinated and integrated delivery of all inmate programs that real progress will be made: in reducing inmate idleness, in increasing inmate productivity, and in helping to ensure that Maryland's prisons return producers . . . to our society. (p.2)

Incentives to Participate in Education

Educational proficiency testing is part of the overall assessment process that occurs at intake in the Maryland system. Policy strongly encourages inmates to address their educational needs while confined by offering sentence diminution credits (or "good time") for participating in educational programming. Additionally, participating inmates receive a small, daily stipend equal to the base wage given to inmates assigned to institutional job placements.

Academic Education

MCIW's basic education program strives to upgrade the students' skills in reading, writing, speaking, and mathematics. Students work at their individual rates and advance when they are ready. Upon completion of the eighth-grade level, certification is awarded by the Maryland Department of Education. Students may progress to the GED program, which consists of classes that prepare them for the GED examination.

A mandatory literacy program is required of inmates who have not obtained a fifth-grade level education. Special state funding helped get this program started in 1984. The intent was to combat

the problem that educational programs within the corrections facility were better able to serve those inmates with the most education. For this reason, all inmates who cannot demonstrate basic skill levels in reading and math are required to take a minimum of 90 days basic coursework. MCIW staff have found that this mandatory program brings inmates into the classroom and helps them feel involved and comfortable. According to John Linton, Director of Correctional Education in the Maryland Department of Education, 90 percent of inmates continue to participate in the educational programs after the 90 days. Presently, the program serves approximately 10 to 15 inmates. This number is low because, according to Linton, the literacy rate is much higher among female inmates than among male inmates at the corrections facilities for men in Maryland. Because the women have higher reading levels, not as many need the mandatory program.

Academic programs are available on site at both the associate's and bachelor's degree levels. Instructors come to the institution from the Community College of Baltimore, Anne Arundel Community College, and Morgan State University.

Vocational Programs

Two vocational clusters are offered on site at MCIW: Home Economics and Office Skills. The Home Economics cluster is primarily nonoccupational in nature. It covers such areas as sewing, consumer economics and parenting skills. The Office Skills cluster offers skill development in four job categories: clerk/typist, data-processing operator, office secretary, and receptionist. Each of these programs offers classroom and laboratory instruction. MCIW orignally had three vocational clusters, the third of which was the Cosmetology cluster, but it had to be eliminated because the State Board of Cosmetology would not issue a student license to anyone convicted of a drug-related offense or prostitution.

All vocational courses are taught on site by Department of Education staff. MCIW's annual plan for 1987 calls for a contract with Anne Arundel Community College to offer supplemental courses in the Office Skills cluster area.

Apprenticeship Program

One apprenticeship program, registered with the Maryland Apprenticeship and Training Council and approved through the Bureau of Apprenticeship Training, U.S. Department of Labor, is available at MCIW. These two groups have specified, in a written agreement, the training and term of the apprenticeship in accordance with Apprenticeship Standards and registered work processes, including related classroom instruction.

The Upholstery Apprenticeship prepares female inmates to recondition and assemble upholstered furniture. It is operated by Maryland's State Use Industries, which was established in 1941 as a unit within the Department of Corrections. The goal of the unit is to provide rehabilitation opportunities for inmates through training and meaningful work experiences, as well as to use inmates to produce agricultural and manufactured goods, thereby adding to the financial base of Maryland's corrections system. The Department of Corrections always strives to offer its apprenticeship programs within the state's prison industries.

Prison Industries

Three prison industries exist at MCIW: the Sewing Program, currently employing 44 women, the Telemarketing Program, currently employing 5 women, and the Upholstery Program just described, currently employing 47 women (some of whom are apprentices). The Sewing Shop was initiated by the State Use Industries and provides a structured and practical work experience leading to real job opportunities as a sewing machine operator in the clothing industry. The Maryland State Use Industries supervisors teach on site any facet of the needle trade inmates would need to secure a job. The other prison industry, the Telemarketing Program, began at MCIW only recently. The shop employs 12 women who call nonprofit organizations in Maryland to promote the sale of State Use Industries products, including those made at MCIW and consisting of office and institutional furniture, clothing, and cleaning supplies. Eventually, it is hoped the program can be expanded into market research contracts, telephone promotions, mass marketing of products, and membership drives and reminders for various organizations. The State Use Industries is currently in the process of planning a data-processing component to supplement the Telemarketing Program.

Employability Training

Guidance and Employment Readiness is part of MCIW's general educational offerings and teaches inmates skills needed for finding and maintaining employment. The inmates must be eligible for work release. They learn such specific skills as how to fill out a job application, how to write a resume, and how to prepare for a job interview. The program is usually completed shortly before release to the Prerelease Unit for Women.

Work Release

Inmates who are within 12 months of parole hearing or release are eligible for work release. The inmate is transferred to Maryland's Prerelease Unit for Women and assisted in job placement by the work release representative or counselor. Counseling is also provided in preparation for the return to society.

For inmates who need fidelity bonding coverage in their work release assignments and who cannot otherwise obtain it, the Federal Bonding Program offers this service. State employment service agencies administer this program, which is provided by the Employment and Training Administration of the U.S. Department of Labor. The coverage can enable inmates to obtain suitable employment, despite the fact that they may have police, credit, and other records that preclude coverage by the usual commercial bonds.

Job Placement Program

An operational job placement program currently exists in Maryland under a formal agreement between the Maryland Department of Employment and Training and the Baltimore City Department of Social Services. They have pooled funds to support a program called Cooperative Assistance and Resources for Employment (CARE) that serves both male and female ex-offenders. The City of Baltimore provides operation of this special employment service. The service provides job hunting assistance to all ex-offenders returning to the Baltimore area after release from a corrections facility.

Mutual Agreement Programming (MAP)

Recognizing the need for coordination between training and release, Maryland created the unique MAP effort, which stands for Mutual Agreement Programming. Adopted in 1974, the effort is an adaptation of The American Correctional Association's MAP model produced by ACA's Parole-Corrections Project Model. MAP is started at the initial classification of both males and females and calls for a testing assessment of the inmate's needs, aptitudes, and interests. This is followed by design of an individualized program that provides training and treatment preparing inmates for successful community adjustment following release on parole. The inmate and a MAP counselor develop the plan, which is then approved by representatives of education, custody, psychological services, medical services, and the parole board. Plans are at least 1 year in length. The advantage to the inmate is that she knows exactly when she will be released from custody if she achieves the objectives of the plan without getting into trouble. MAP is designed as a one chance system; no recidivist can MAP a second time. About 5 percent of the population at MCIW is presently participating.

The major problem with the MAP effort is that the vast majority of female inmates cannot meet the initial criteria for involvement, which specifies that they must be within 2 years of parole hearing. To deal with this problem, the Maryland Department of Corrections is implementing the MDP, or Multi-

Disciplinary Process. MDP is similar to the MAP process but allows a larger range of inmate participation.

A special feature to the MAP agreement, which is available to females only at MCIW, is the Voucher System (called MAP-V). Vouchers allow the purchase of any service relating to one's ability to complete training and secure employment. This could include, but not be limited to, tuition for education or training, transportation to and from training or work and subsidies to employers who can supply quality on-the-job training, books, and supplies. Inmates using the Voucher System will either live in a corrections institution and commute to the community for training, or be assigned to a community-based program as a step between prison and parole. The Voucher System is presently funded at approximately $27,000 per year.

Treatment and Service Programs

Treatment programs available at MCIW consist of an Addictions Program for those with substance abuse problems, psychological services, the Stabilization Program that teaches decision-making skills to inmates with a substance abuse problem, and Junction Bridge, Inc. This last program offers inmates with a documented history of drug or alcohol abuse a variety of services from job readiness training and world-of-work orientation to testing, evaluation, vocational planning assistance, and referral to community-based programs.

Family Leave is an institutional program designed to reintegrate the offender into the family and society as part of her prerelease program. The inmate is allowed to visit her home or the home of specified family members for not more than 48 hours.

Inmate self-help programs consist of Alcoholics Anonymous, Al-Anon (for inmates with family members who are alcoholic), Narcotics Anonymous, the Jaycees Jessupettes (which sponsors institutional and community development projects for inmates and children), and Changing Directions for Women (designed for women who want to change their life-style patterns).

Library Services

Maryland has concentrated special effort on providing library services that meet inmates' needs. The corrections librarian who coordinates library services for the Maryland Department of Education has developed a system that maintains a small core of legal materials in each institution, including MCIW, as well as offers access to the large legal library at the University of Maryland. A grant, titled Library Assistance to State Institutions, received under the Library Services Construction Act, provides free photocopy services to institutionalized

individuals, as well as occasional inservice training to institutional librarians to increase their awareness of legal librarianship. Another part of the program is LASI-LIPS. LIPS stands for Legal Information Packets. The legal library has developed packets of information on legal cases in common topic areas of inmates' appeal and litigation. The topics are updated periodically. Finally, Health Dial is a unique program offered by the institutional library, which provides consumer information on a variety of health topics through two methods: (1) Tel-Med, which consists of medical information via the telephone and (2) referral by Tel-Med to a vertical file in the library containing additional information on medical subjects. Health Dial II, currently under development, will deal specifically with female medical topics such as childbirth and postnatal care.

Huron Valley Women's Facility
Ypsilanti, Michigan
and
Florence Crane Women's Facility
Coldwater, Michigan

Huron Valley
Founded: 1977

Current Number
of Inmates: 390

Florence Crane
Founded: 1985

Current Number
of Inmates: 338

Introduction

The Huron Valley Women's Facility (HVWF) is a 9-year-old facility that was opened early in 1977. The Florence Crane Women's Facility was opened in 1985. All female inmates first enter the state corrections system at Huron Valley. Later, some minimum and medium security inmates are transferred to the Florence Crane location. Since the two facilities are integrally tied together, they are presented together in this case study.

The Michigan Department of Corrections' philosophy regarding vocational education focuses on offering programs in line with the Michigan job market and continually upgrading programs to state-of-the-art status (interview with Rudolf Stahlberg, Assistant Deputy Director, Michigan Department of Corrections, 5 May 1986). Program offerings are selected with consideration of the Michigan Occupational Supply and Demand data for specific regions of Michigan, with special emphasis on the Detroit area since many inmates will return to the Detroit metropolitan area. Another resource used is Michigan's Labor Market Analysis.

The Michigan Department of Corrections also addresses special needs of the inmate population by preparing an overall special education plan. Each women's facility has access to a special education teacher, as well as a school psychologist who can help in diagnosing learning needs and problems.

Orientation and Classification Procedures

Orientation of female inmates to the world of work became a critical process at Huron Valley when it was found that a majority of the residents had insufficient knowledge in this area. They were therefore unable to make informed decisions about their interests and unable to choose appropriate educational, training, or apprenticeship programs.

VAE, which stands for Vocational Assessment and Evaluation, was initiated in 1981 with the intent of providing each woman with increased self-awareness and occupational awareness by familiarizing her with--

- the characteristics of various occupations, including pay structures;
- the skills and abilities required for the various occupations;
- the institution's available educational, training, and apprenticeship programs; and
- realistic employment options.

The orientation is designed around 10 vocational clusters:

- Construction occupations
- Distribution occupations
- Health occupations
- Manufacturing occupations
- Food preparation and service occupations
- Office and business occupations
- Clothing and textile occupations
- Graphics and communications occupations
- Automotive and power occupations
- Agriculture and natural resources occupations

In the reception process, all women explore each occupational area through group discussion, audiotapes and film strips, computer searches of occupational interests and information, and hands-on interaction with tools and tasks. They also learn about basic employability skills and take part in values clarification exercises that enhance self-awareness and facilitate occupational decision making. Afterwards, participants are given a vocational skills assessment and vocational interest assessment. Using these assessment results, the inmate is counseled individually regarding her vocational aptitudes and occupational interests. The counselor and inmate then plan an academic and vocational program that will last during the inmate's incarceration.

The initial VAE effort provided input for selection of programs and other program enhancing features in the institution.

A variety of recommendations resulted, including the recommendation that specific training programs be instituted or enhanced, such as computer science/technology and accounting technician, and enhancement of implementation of the commercial foods program.

VAE is also unique in that it entails pre- and postevaluation of participants' changes in attitude and knowledge. For example, black women showed a significant increase in self-esteem and a significant decrease in stereotyped attitudes toward choice of occupation. The effects of the program appeared more pronounced for participants with dependent children. These women showed significant increases in occupational knowledge and self-esteem and a significant decrease in stereotyping attitudes. Such results suggest that program effectiveness is conditioned by participant demographics; therefore, demographic characteristics should be considered in planning future programs.

Huron Valley Academic Programs

The academic program at HVWF is accredited by the North Central Accrediting Association and the American Corrections Association (received in 1982). Fifty-one percent of the population is currently involved in some type of educational program, either part time or full time. Basic education is offered through the eighth grade, as well as preparation for the GED. A special education teacher is available to work with students having special needs. Also, a course called Life Role Competencies is offered.

Huron Valley Vocational Programs

A number of occupational areas are covered in Huron Valley's vocational program. Female inmates may choose from among Office Occupations, Food Service, Graphic Arts, Introduction to Tools and Building Trades, and Building Trades. The Office Occupations course focuses on word processing. Participants in the Food Service prepare the noon meal for employees twice a week. The Graphic Arts course covers layout, design, typesetting, and offset printing. The institutional newspaper and several Michigan Department of Corrections forms are printed through the program. The two courses dealing with introduction to tools and building trades cover a potpourri of subjects that introduce various nontraditional building trades and maintenance occupations.

A program that is currently in the development stage will teach inmates to train lead dogs for the blind. Not only will this program provide a valuable experience for the inmates, but it is also intended to provide a work project for the carpentry apprentices who would build kennels for the dogs.

A new, nontraditional vocational program is currently being initiated in the area of horticulture. Students will learn

management of greenhouses, and growing and harvesting of plants. This training will qualify them for jobs in the floriculture industry. A greenhouse is being constructed for use by the program.

Huron Valley Apprenticeships

The Introduction to Tools and Building Trades course can lead to registered apprenticeship programs in carpentry, building maintenance, and painting and glazing (i.e., window repair and installation). Two additional registered apprenticeships are offered in the areas of medical secretary and dental assistant.

The Michigan Department of Corrections has an Apprenticeship Advisory Committee made up of local representatives from these trades, as well as individuals representing the United Auto Workers of America, General Motors, Ford, and Chrysler.

Huron Valley Postsecondary Programs

A computer programming associate's degree program is presently offered at Huron Valley by a local community college. Instructors come on site to teach at the institution. The program was funded by the Michigan legislature at start-up but is now funded by state tuition arrangements. Local community colleges also provide associate's degree programs in criminal justice, general studies, and business administration, as well as a training program in paralegal skills.

Huron Valley Prison Industries

The Michigan Department of Corrections has within it a division called Michigan State Industries that operates all penal industries in the state. Two industries have been established at Huron Valley. The first one manufactures license tag stickers used to renew metal license plates. Skills in silk screening and printing are learned in the shop. The second industry is chair cushion manufacturing. These cushions are used in combination with wooden furniture made by male inmates in other institutions. Michigan State Industries is restricted to selling to tax-supported and nonprofit agencies.

Work Release Programs

Female inmates in Michigan have access to two work release options. They may be sent to Camp Gilman, a minimum security facility designed solely for work release activities. The primary work available is routine, manual labor in the state parks for the Michigan Department of Natural Resources. This program is attractive to the women because they receive "incentive good time"

or days off their sentence because of participation. this incentive is given at a higher rate than if they remain in the primary institutions. In addition, they receive at least minimum wage for their work, and are charged only $2.19 per day for food, clothing, and transportation costs. The other option is participation at a newly planned, minimum security building that will be located at the Florence Crane Facility.

Huron Valley Therapeutic Programs

Various therapeutic programs are offered to inmates at Huron Valley. They include Alcoholics Anonymous, family therapy and parenting, counseling and psychotherapy, and a substance abuse program. Participation in any of these services may be specified during the intake process, just prior to when the inmate develops her vocational and academic action plan.

Florence Crane Academic Programs

Because the inmates at Crane are first at the Huron Valley Women's Facility, they have a chance to participate in the Vocational Assessment and Evaluation there. They are moved to Crane if they meet minimum or medium security requirements. At Crane, the women can go to school full time or part time, and can work full time or part time within the institution. Currently, the academic levels offered are--

- Adult Basic Education (sixth grade and below),
- Pre-GED (sixth to eighth grade),
- GED preparation (eighth grade and above), and
- special education.

The institution employs three full-time instructors for these programs. An individualized lab approach is used to teach the academic offerings. Approximately 50 percent of the inmates are enrolled in some type of educational program on either a part-time or full-time basis. Postsecondary courses can be taken toward an associate's degree through Glen Oaks Community College, which will be working with the Kellogg Community College in Battle Creek.

Florence Crane Vocational Programs

With Crane being such a new facility, the vocational programs are still in the planning stages. Work is currently underway for Glen Oaks Community College to offer a computer programming course for data entry. The equipment has already been acquired for this purpose. The program will be structured so that inmates may complete one semester and receive an institutional certificate

describing the skills learned, they may complete an entire year and receive a certificate from Glen Oaks Community College outlining the courses taken and skills acquired, or they may complete 2 years and receive an associate's degree from Glen Oaks.

A health aide training program will be offered in the future by the Kellogg Community College in Battle Creek. It will include a practicum placement in the Battle Creek area for a month prior to completion of the program.

Also in the planning stages are programs in horticulture and television production. The facility has been renovated and courses are now being conducted in television production and data processing. The institution plans to build a greenhouse for use in the horticulture program.

Crane Prison Industry

The Michigan State Industry at Crane is data entry. Currently, approximately 60 women are taking a 6-month training course to give them competency in data entry. The industry has a commitment from one of the Michigan state agencies to provide data-entry services. Those women studying data entry through the Glen Oaks Community College program will be placed in jobs once they become accomplished. The industry would also recruit and train inmates from the general population for employment in the data processing shops.

Crane Apprenticeship Programs

At this time, the principal is exploring possibilities for apprenticeship programs in data processing (using the Michigan State Industries program), as well as a building maintenance apprenticeship within the institution, working with the maintenance supervisor. Other apprenticeship possibilities were discussed, such as dental hygienist, locksmith, and food service, but all were found to have various restrictions making them undesirable choices. For example, the American Corrections Association's accreditation standards does not allow inmates to be involved in medical treatment of other inmates. The locksmith apprenticeship raised various concerns on the part of the security personnel, and food service cannot be applicable at this time because Crane receives quick chill foods from the nearby Jackson Prison and needs only to heat and serve them to the Crane population.

Crane Postsecondary Programs

Two colleges have initiated discussions with Crane regarding the offering of opportunities for bachelor's degrees. Nazareth

College would like to provide 4-year college courses at the facility.

Crane Therapeutic Programs

Like the Huron Valley Women's Facility, Crane provides a number of therapeutic services. These include but are not limited to family therapy and parenting services, psychotherapy, a substance abuse program, and a stress management program.

Curriculum Used in Michigan

The Michigan Department of Corrections uses competency-based curriculum packages in all the prison facilities that are developed by V-TECS (Vocational-Technical Education Consortium of the States) or by the Michigan State University Center for Vocational Education. In addition, the Department of Corrections has involved vocational educators from the corrections facilities in updating and revising curricula for educational programs throughout the state prisons. This process has been completed for about seven of the present curricula, and eventually all the curricula will be updated.

Western New Mexico Correctional Facility
Grants, New Mexico

Founded: 1984

Current Number
of Inmates: 121

Introduction

Western New Mexico Correctional Facility is located in Grants, New Mexico, is approximately 85 miles west of Albuquerque and 135 miles southwest of Santa Fe in arid desert and mountain country. The facility houses all security levels of female offenders and serves as the reception and diagnostic center for male offenders. The philosophy of the New Mexico Department of Corrections regarding education for inmates is reflected in the statement that

> the education system encourages individuals to progress as far as their interests, abilities, aptitudes, and achievements allow . . . . The Department hopes to rehabilitate incarcerated individuals by attempting to improve our students' basic skills, to enhance their self images, to increase their chances of economic survival, and to enrich their lives. (New Mexico Department of Corrections 1985-86, p. 1)

The goals of the Corrections Department's Education Division are as follows:

- To provide nonconventional instruction for those who have enjoyed little success in conventional classrooms
- To provide instruction in a compatible fashion since increasing numbers of inmates are media oriented rather than book oriented.
- To provide self-paced, individualized programs in compacted time periods to meet each inmate's specific needs and desires
- To provide a high-interest approach to comprehensive, continuous educational programs
- To provide vocational education in high employment areas
- To provide accurate diagnostic, placement, and tracking of students (New Mexico Department of Corrections 1985-86, p. 1).

Reception and Diagnostic Testing and Counseling

The Western New Mexico Correctional Facility serves as the corrections facility for female offenders in the state, as well as the Reception and Diagnostic Center for all male offenders. The male offenders, of whom there are presently approximately 110, are sent to other corrections facilities throughout the state after the orientation and classification process.

At the Reception and Diagnostic Center, each inmate meets with an adult educational diagnostician who conducts an interview, records the individual's educational history, and gives tests to inmates who are interested in college academics and who possess high school diplomas or GED certificates. The diagnostician forwards the information developed to the orientation diagnostician at the receiving institution (for female inmates, this would be the same facility--the Western New Mexico Correctional Facility). There, basic educational testing is completed, which includes reading level and comprehension, math computation skills, and vocational preference indicators. Some of the tests available include the American College Test (ACT), General Aptitude Test Battery (GATB), General Education Development Test (GED), Test of Adult Basic Education (TABE), and the Wide Range Achievement Test (WRAT), as well as college placement inventories. After testing, each inmate meets with the diagnostician to review test results, educational needs and desires, and appropriate programs. She may indicate at this point whether she wishes to attend school, and if so, the diagnostician takes the request to the Initial Classification Committee.

Academic Programs

Female inmates at the Western New Mexico Correctional Facility (WNMCF) can engage in any of a number of academic education programs. These include adult basic education, GED preparation, college preparation, special education to meet the needs of inmates with exceptional needs, bilingual education, art, and a computer literacy program. The computer literacy program is designed to introduce students to the world of computers, including what computers can and cannot do, how they are used, how to use them, and how they impact society.

Vocational Programs

WNMCF offers the Home Economics program that consists of a variety of courses to aid students in the maintenance of home and self. Covered are food preparation and nutrition, sewing and fashion, home decoration, and home maintenance. Currently in the planning process is the Landscaping program that will prepare students for beginning positions in grounds maintenance or greenhouse work. Students will receive classroom instruction in landscaping theory for southwestern United States and will spend

time planning, planting, and caring for the institution's landscaping.

Postsecondary Programs

Several programs and courses are offered to women at WNMCF that allow them to acquire college credits, certificates, and degrees from participating postsecondary schools. Instructors from the Community College of Santa Fe come to the institution to teach a course called Developmental Studies, which ensures that students have the necessary communication and mathematical skills to complete their college course work. These individualized, competency-based classes may be taken for credit if appropriate to the students' college program, or they may be taken as a supplement to college work.

The Community College of Santa Fe provides a program at WNMCF that emphasizes using microcomputers in the office and managing a business. Students learn about working in modern offices by building their skills in typing, word processing, bookkeeping, and microcomputer operation. Also studied are office management and procedures.

For 4-year college study, inmates may receive study release to attend the Grants Campus of New Mexico State University. Only minimum security inmates may participate. A new college academic program was recently added, offered through the College of Santa Fe. Students may achieve an associate's or bachelor's degree in general studies, social science with a psychology emphasis, or business administration.

Prerelease Program

The Prerelease Program is offered to inmates who are nearing the end of their incarceration. This short course focuses on reintegration into society. Instruction is provided in critical survival skills along with both individual and family counseling. Also covered are vocational training review and job finding skills. Field trips or short field experiences are provided, as well as meetings arranged with community resource people who can help with acquiring a job.

Prison Industries and Work Release Program

A number of small prison industries have been considered for start-up at WNMCF, such as micrographics, telemarketing, or a reservations service for a motel chain similar to that offered by Arizon prison industries. New Mexico Correctional Industries (CI) has selected the Micrographics Program and has just implemented it. CI will house this duplication shop in the facility's Education Building and will employ 10 women initially.

With regard to work release programs, the limitations caused by geography and the local economy have prevented work release from becoming operational. The local town of Grants has shrunk in recent years from a population of 35,000 to 11,500. This is primarily due to the shutdown of local uranium mining operations. Since local unemployment is around 20 percent, the opportunities for work release assignments are slim. The work opportunities that are available must be within the institution and do not have associated training at this time.

Work Incentives

Deputy Secretary Allan Shuman of the New Mexico Department of Corrections explained the department's "good time" provisions. Inmates are assessed each quarter to determine the number of days of "good time" they earned in the previous 3 months. This "good time" consists of days off an inmate's sentence due to good performance in a variety of areas. The system works as follows:

- Meritorious Good Time: Zero to ten days per month can be earned for basic work performance, attendance on the job, and job quality.
- Support Services Good Time: Zero to five days per month can be earned for going beyond what was expected on the job or for doing a job that is the least desirable.
- Lump Sum Awards: Zero to fifteen days per month can be earned for those receiving the maximum on the above two categories who deserve additional recognition.

Institution wages for jobs that help run the facility range from 15 cents to 50 cents per hour. Full-time students are not paid for school participation.

Prerelease Employment Program

Santa Fe Community College recently applied for and received Carl Perkins Vocational Education Act funds (1 percent set-aside funds) to operate a prerelease employment program at WNMCF. The program goals are to provide the following assistance to 200 women:

- To identify incarcerated women at WNMCF who have a goal of entering into a vocational occupation
- To provide information, resources, and support services to incarcerated women to help them in achieving their goals
- To provide specialized training services to motivate and encourage incarcerated women to enter vocational fields upon release

- To provide job placement assistance to inmates eligible for release

Started in July 1986, the program has four desired results:

- To better inform participants about vocational careers and to increase their ability to find and keep positions in their chosen fields
- To enhance employment opportunities for women after release from prison
- To enroll women in credit courses and help them progress toward completion of a certificate or degree program, which will facilitate career entry
- To place eligible women in permanent positions (Schreiber 1986)

The program will call for teaching career/life planning seminars, a high-quality Career Lab/Resource Center will be established at the institution, and a Placement Service Center will serve participants. A follow-up study will be conducted to determine the effectiveness of the resource center, the seminars, and the placement services. The results of this study will be available upon completion.

Advisory Committee

The New Mexico Department of Corrections makes use of an 11-member advisory group of influential individuals from government, the private sector, local schools, and labor. This committee plays two important roles in New Mexico: (1) it consults with the Corrections Department about the types of vocational programs that should be offered at corrections institutions statewide, and (2) it serves as a critical source of political influence with the legislature. The Vocational Education Advisory Committee of the Corrections Department makes a significant contribution to the state corrections system by pleading the cause of this constituency at budget hearings.

Corrections Library Services

The New Mexico Department of Corrections maintains libraries in each adult corrections facility in the state. A wide range of reading materials is available to inmates, including newspapers, magazines, self-study materials, how-to guides, and a collection of fiction and nonfiction books. Law libraries are available in all the adult facilities, and WNMCF is no exception.

To provide an orientation to the use of legal materials at WNMCF, the librarian at the facility offers all inmates an

orientation to paralegalism. Inmates learn to look up cases relevant to specific subject areas. Books and materials not in the library collection are available to all inmates upon request to the facility librarians. These materials can be borrowed from other libraries in New Mexico or from over 3,500 libraries throughout the United States.

Supplemental Programs

Several additional programs are offered at WNMCF. An institutional newspaper is produced and published by residents on a regular basis. Residents contribute the articles.

The Hobby Shop provides interested inmates an opportunity to work on arts and crafts projects of their own choosing with instruction as requested. Completed projects are often given as gifts or sold through a display case in the institution's lobby.

Introductory training in the use of legal materials is provided by the institution's librarians who use a series of videotapes produced by West Publishing Company. Inmates interested in further work in the legal area may work toward an associate's degree in paralegal training through the College of Santa Fe.

The Mother-Offspring Life Development (MOLD) program was originally scheduled to begin at WNMCF once the apartments were completed for housing the mothers and their children for weekends and short durations. However, the program has not been able to operate due to overcrowding and the need to house minimum security women in those facilities. The MOLD program is a model that has been implemented in several states and serves to build the mother-child relationship by providing an opportunity for bonding with the support of trained staff.

Ohio Reformatory for Women
Marysville, Ohio

Founded: 1916

Current Number of Inmates: 893

Introduction

The Ohio Reformatory for Women is an expanding institution located just north of Ohio's capital. As soon as a new dormitory is completed, additional inmates will be transferred from Pickaway Correctional Institution in Orient, Ohio. Educational opportunities are strongly emphasized at the Ohio Reformatory, where 40 percent of the population participates in educational programs.

Academic Programs

The Ohio Reformatory offers academic and vocational programs at the Clearwater School Building, which is located on the grounds and is an official branch campus of the Ohio Central School District. The Ohio Department of Education established the district in 1973 especially to serve the institutions within the Ohio Department of Rehabilitation and Correction. All Clearwater programs are fully accredited.

The adult basic education offerings at Clearwater are ungraded instruction that encompasses first-time learning to high school completion. Inmates may study remedial reading, English/language arts, mathematics, science, and social studies, which includes American history and government. A mandatory literacy program requires all inmates below age 65 with total reading scores below fourth grade to take the class for a minimum of 50 school days.

Students are evaluated quarterly by the teachers regarding their interest, effort, and participation. GED testing is offered, and, upon successful completion of the test, inmates may receive the Ohio Certificate of High School Equivalency.

Academic ability of inmates is evaluated using the California Test of Adult Basic Education (CTABE). CTABE is given to all women at intake into the corrections system, to all women requesting a school program, and quarterly to all school enrollees to determine academic progress.

Individualized instruction is available at the Adult Education Learning Laboratory to inmates with special needs or scheduling difficulties. Slow learners and those who read below a fourth-grade level are admitted, as are students who learn quickly and who are bored in the regular classroom. Students under age 21

who have not graduated from high school and who function below a 10th-grade achievement level are asked to participate, as are students of any age who work best in an individualized setting due to behavior problems.

Vocational Programs

The Home Economics program is meant to enrich personal, family, and community life, and teaches all areas of general homemaking. A certificate is awarded to those students who successfully complete classes.

A typing class is offered to inmates who wish to learn or strengthen their basic typing skills. Students may enter the class with little or no background in typing.

The Clearwater School of Cosmetology has been accredited by the State Board of Cosmetology since 1969. It trains inmates in hair care and styling, professional ethics, good grooming, and sanitation rules and regulations. Inmates who successfully complete the course of study are eligible for State Board Examinations that license them as cosmetologists. Additionally, students can work toward a manager's license.

Postsecondary Programs

Inmates who are high school graduates or who have passed the GED test are eligible for college classes available through Columbus Technical Institute (CTI). Two programs are offered: Dental Lab and Secretarial Science. The Dental Lab program trains women to be dental laboratory technicians who fabricate prosthetic appliances for replacing teeth and tissue. CTI awards a certificate acknowledging 50 credit hours and 300 hours of lab work experience or an associate's degree in Dental Laboratory Technology. Students choosing the Secretarial Sciences program can train for positions as executive, legal, or medical secretaries.

Programs currently under development are the Business Office Systems Specialist (BOSS) program that will provide training in computer science, the Horticulture program, and the Building Maintenance program. In addition, CTI is planning to offer two new programs. One will be a business administration associate's degree program and the other will be a food service technology certificate program.

Postsecondary Academic Programs

Qualified inmates may work toward bachelors' degrees through Ohio University, which offers correspondence study supported by a monthly faculty visit, or Urbana College, which sends faculty to

the Ohio Reformatory to teach four different courses each quarter. Programs are fully accredited, and credits can be transferred if students wish to continue their studies after leaving the Ohio Reformatory.

Prison Industries

The Ohio Department of Rehabilitation and Correction administers a Division of Correctional Industries that operates the Ohio Penal Industries (OPI). In 1986, OPI is expected to have a total net sales figure of $19 million. A focus on in-depth planning and prudent business controls allows the system to produce effectively.

The Ohio Penal Industries currently operates a sewing shop at the Ohio Reformatory for Women. Approximately 70 women are employed; they manufacture state and U.S. flags and female and male inmate clothing.

Expansion of the Penal Industries is presently underway. A new building will house six new programs. The first two of them will require related classroom training. The last four will require only on-the-job training of employees:

- Optical Grinding Laboratory--This lab will train inmates to grind optical lenses for prescription eyewear. The training required is extensive and would take some time to complete. Inmates would gain a marketable skill.
- Temporary Vehicle Tags Shop--The vehicle tags shop presently operates at the Lebanon Correctional Institution in Lebanon, Ohio. It will be transferred to the Ohio Reformatory and will continue in the manufacture of temporary vehicle tags for the Ohio Department of Transportation.
- File Folders Shop
- Vinyl Heat Seal Shop
- Sign-making Shop
- Label-making Shop

Treatment Programs

The Ohio Reformatory offers a number of programs in addition to basic medical and psychological services. Some examples include Coping with Incarceration, A Healthier You (a mental health and nutrition program), and the Domestic Violence program. Staff receive special training as needed. They recently attended a seminar on how to understand and help battered women.

Women's Division
Cranston, Rhode Island

Founded: 1978

Current Number of Inmates: approximately 60

Introduction

Rhode Island's Department of Corrections houses all female inmates in one building that is part of a large institutional complex. Included in the complex are facilities for all male inmates and the state mental health and mental retardation facilities. Approximately 1,400 individuals are incarcerated at the complex; with about 60 of these being women. Of these 60, about one-third are awaiting trial at any given time.

The philosophy of the Department of Corrections regarding vocational education is reflected in a recent proposal, prepared by the department's Education Unit, for Carl Perkins Vocational Education Act funds. According to this proposal, vocational training for the incarcerated is critical because

> only those men and women trained to enter a competitive labor market will be likely to get and hold a job. Many adverse factors influence the employability of an ex-felon. The single clear cut issue upon which we can have a real impact is training. (Richman 1986, p. 1).

The proposal goes on to state the desirability of comprehensive programs that cover life skills, counseling, aptitude assessment, guidance, classroom training, on-the-job training, job preparation, placement, and follow-up. Yet, Rhode Island, like other states, suffers from budget constraints; it cannot provide all the desirable services. Despite this, the proposal states that "over the past several years, it has become clear to us that even minimal training in entry level skills, supported by vocational assessment batteries to provide information and direction to individual inmates, and some counseling, does make a difference. Inmates do benefit by learning more about themselves and by exposure to various vocations" (Richman 1986, p. 2).

Orientation and Classification Procedures

All women entering the facility as inmates are interviewed by the vocational counselor for the female population. They take a basic test to determine reading and math level, as well as take the Career Decision-Making System (published by the American Guidance Service). The counselor assists each woman with the vocational interest survey and its interpretation and then helps her develop an individualized education plan to work on during

her stay. During the process, the counselor provides information about the academic and vocational programs available and assists in planning realistic goals. A simple contract system is used to motivate the inmate to participate in classes.

Academic Programs

The Education Unit at the Rhode Island State Prison provides programming for both men and women. All programs participants attend on a voluntary basis, but programs are widely advertised within the institution and recruitment is active, particularly for individuals with educational and learning handicaps.

The unit uses an education assessment battery to classify and place students. Also used is an Educational Tracking Procedure to follow individuals throughout their incarceration. The adult basic education (ABE) program focuses curriculum on remedial math and reading for inmates at the fourth-through eighth-grade academic levels. Approximately 150 inmates may be enrolled in 11 separate ABE classes running simultaneously institutionwide.

Inmates under age 21 who have educational and/or learning disabilities may receive special help in reading through the Remedial Reading Program. Recruitment is very active for this program. The computer-assisted instruction program is coordinated by a Chapter One Reading Aide.

Inmates 21 years old or under suffering from learning disabilities or handicaps may receive services from a special education teacher funded through a grant from the Rhode Island Department of Education. Instruction is on an individual basis and is supplemented by four computers and software specifically designed for special educational needs.

All inmates testing between the 8th-through 12th-grade academic levels are encouraged to participate in the high school equivalency program. Approximately 90-100 inmates receive their diplomas each year.

An English-as-a-Second Language program is also available. It provides instruction in English to inmates who have a different native language.

Another important part of the academic education program is the Computer Literacy program. This program provides an introduction to the workings and functionings of the personal computer, including a chance to work directly at the computer. The instructor discusses not only the history and evolution of computers, but also careers available in the computer field. With high turnovers of students a continual factor to consider, the instructor uses the open-entry/open-exit program concept. He distributes the content and worksheets only a unit or a lesson at

a time so students, especially beginners, do not feel overwhelmed by the amount and complexity of material.

Vocational Programs

The Rhode Island Department of Corrections offers the following eight vocational programs to female inmates:

- Auto Mechanics
- Bookkeeping
- Carpentry
- Construction
- Electronics
- Culinary Arts
- Horticulture
- Word Processing

Each program is a total of 75 hours long and concentrates on intensive technical classroom and laboratory training. The Construction and Auto Mechanics programs are conducted at the local Cranston East Vocational School using their staff. The other courses are offered on site.

Postsecondary Programs

The Community College of Rhode Island (CCRI) offers inmates an opportunity to take individual courses and earn college credits for their work. Example of entry-level courses offered routinely are as follows:

- Business Math
- Developmental Psychology
- Elementary Algebra
- History of Western Civilization

- Human Development
- Introduction to Business
- Reading in the Short Story
- Survey of Art History

Counseling, Employability Skills Training, On-the-Job Training, and Work Release Programs

A special grant has been received for Carl D. Perkins Vocational Education Act funds to operate the Vocational Education Counseling and Training for Women Offenders project. This effort has four special components:

- Individual and group counseling
- World-of-work/vocational exploration
- Training programs
- Parent education

The project will accomplish the following objectives:

- Ensure that female inmates have equal access to prevocational and vocational training and counseling through structured classes and counseling.
- Inform and educate the women about nontraditional job opportunities.
- Assess vocational interests and aptitudes by using formal assessment batteries.
- Build self-confidence, self-esteem, and interpersonal skills through individual counseling, integrated, where appropriate, with drug and alcoholic counseling services.
- Build awareness of nontraditional employment opportunities through a vocational exploration program.
- Provide initial training in at least three nontraditional job skills and two office skills, including auto mechanics, construction trades, carpentry, computer literacy, typing, word processing, and bookkeeping.
- Provide opportunities for more intensive vocational training or for on-the-job placement for minimum security women, those eligible for work release, or those being released.

- Build job interviewing skills.
- Increase awareness of individual strengths and weaknesses in order to develop realistic life skills and job plans. Counselors will help develop a release plan, including job placement, and living situations, with follow-up contact.
- Provide information about sex equity issues through group discussions and reading materials.
- Develop an advisory committee composed of community members concerned with issues of equity and access for incarcerated women.

Discussions about employment potential in nontraditional areas will draw on employment data provided by the Department of Employment Security. Various on-the-job training sites have already been developed and others will be sought as needed.

An evaluation will be done of the extent to which program goals and objectives have been achieved. A final report will be prepared describing the results.

Advisory Committees

The Rhode Island Department of Corrections works with two advisory committees. One is the Advisory Board for the Vocational Training and Counseling Program that specifically advises the Women's Division on its vocational training and counseling programs. This board is comprised of women in the community who are interested in providing assistance both for personal and professional reasons. The board meets once a year, members visit the facility, they discuss programs, and recommendations are made.

In addition, the Rhode Island Advisory Commission on Women has a subcommittee that deals strictly with issues of concern to incarcerated women. According to Roberta Richman, administrator of Educational Services for the Department of Corrections, this committee has been instrumental in much of the progress experienced at the women's facility.

Law Library Services

A satellite law collection is available at the facility, containing about 5,000 volumes as well as consultation with the staff librarian as needed. Access to legal materials related to her case is assured any inmate requesting legal assistance. Sentenced inmates have access to the library on a regular daily or alternate day schedule.

Avocational Programming

Special funding has been received by the Education Division from the Rhode Island Arts Council to supplement Department of Corrections funds for an Arts-in-Corrections program. Instructional classes are offered in the following areas: painting and drawing, sculpture, weaving, ceramics, music, and creative writing. A literary journal of poetry and short stories is published annually. Art exhibitions are planned annually for various community sites, including libraries, schools, and art galleries. A small crafts shop operating out of the administration building sells items produced by inmates.

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